

U.S. DEPARTMENT OF THE
INTERIOR

STRATEGIC HUMAN CAPITAL
MANAGEMENT PLAN

FY 2003 - 2007



SEPTEMBER 9, 2002

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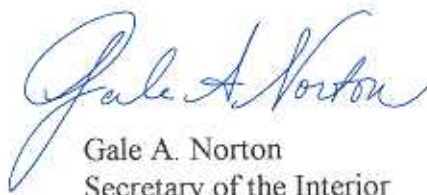
FOREWORD

During the past eighteen months at the Department of the Interior, I have taken a fresh look at the issues and challenges we face as the nation's premier conservation and public land management agency. I have reaffirmed a conclusion formed in 1987, when I was the Department's Associate Solicitor for Conservation and Wildlife, that the Department has many outstanding employees. Their talent, dedication to the Department's mission, and commitment to serving this nation are unsurpassed.

Talent and dedication alone are not enough to meet the nation's increasing needs for recreation, water, energy, resource protection, trust asset management, Indian education, wildland fire management, and the many other services the Department provides. This Strategic Human Capital Management Plan is our roadmap to develop and use the skills and abilities of our workforce in more effective and productive ways. It is a roadmap to ensuring we have the right people, in the right places, at the right time.

The growing complexity of our challenges—whether meeting needs for homeland security or reducing risks of catastrophic fire—demands that our eight bureaus work together. Cooperation, communication, and consultation, the building blocks of successful conservation, are also the building blocks of working together as a united Department.

This plan describes the major challenges we are facing now, the forces shaping our future, and the steps we must take to attract, retain, and utilize an effective workforce. I am confident that by working together, we can maximize our performance and assure accountability to the American people.

A handwritten signature in blue ink, reading "Gale A. Norton". The signature is fluid and cursive, with the first name "Gale" being the most prominent part.

Gale A. Norton
Secretary of the Interior

EXECUTIVE SUMMARY

For more than 150 years, the employees of this Department have served the Nation well, providing service and value to our citizens. This five-year plan seeks to sustain and strengthen these efforts. It sets forth how we are working to provide the people who carry out our mission with the right skills, in the right places, at the right time.

Understanding Our Mission

The Department of the Interior manages over 500 million acres of federal lands. It provides water for much of the West. As manager of the federal domain of the outer continental shelf, it provides access to energy and minerals within federal lands and waters. It works with Native American tribes, Alaskan natives, and affiliated island communities to fulfill special trust and service responsibilities. It is the nation's premier natural sciences research, mapping, and monitoring agency.

Currently, approximately 70,000 employees provide these recreation, resource protection, resource management, and trust services. Our Strategic Human Capital Management Plan seeks to sustain and strengthen these efforts. It builds upon our Department Strategic Plan, which presents end outcomes and intermediate outcomes consistent with achieving our overall mission.

Setting the Context

Our Plan explores the demographic features of our workforce, its geographic dispersion, and the wide diversity of skills needed to fulfill our mission. This workforce review uncovers several key challenges: an aging workforce; insufficient numbers of people with pivotal business and information technology skills; a need for enhanced law enforcement capability; and a need for negotiating and partnership skills among all employees in the field.

Our Strategic Human Capital Management Plan also describes four key external and internal

"drivers" that are shaping the extent, complexity, and volume of our work. These include: growing urbanization; increased demand by citizens for good public-sector business practices; an aging infrastructure; and growing law enforcement and homeland security challenges. These forces are increasing our bureaus' workload and responsibilities. For example, an urbanizing West is multiplying the number and types of recreation activities on public lands. Demands for business management practices, financial transparency, and mission accountability augment the need for skilled financial managers. An aging infrastructure means increased maintenance challenges and a need for skilled asset managers.

Achieving Our Performance Goals

To meet our expanding challenges, we must adjust our traditional bureau and program-specific focus. Many of our management and programmatic challenges cut across bureau boundaries and would benefit from more integrated and coordinated approaches. We must build the skills and capacity to make cross-bureau coordination a hallmark of our efforts.

We must also extend the hand of cooperation to our external partners as well. Secretary Norton's 4C's—consultation, communication, and cooperation, all in the service of conservation—offer a vision for building partnerships with federal, state, and local governments, citizens, and organizations to address landscape issues that transcend individual agency boundaries. These partnerships leverage financial and human resources.

In our pursuit of excellence, we must become a more results-oriented and customer-focused Department. The Secretary's Plan for Citizen-Centered Governance and the President's Management Agenda are guiding these improvements. This Strategic Human Capital Management Plan describes our steps toward greater intra-Departmental integration,

expanded partnerships, and more effective and efficient operations.

Addressing Unique Program Challenges

This Plan also describes three of our especially important and urgent challenges: Indian Trust Management, Wildland Fire Management, and Law Enforcement and Security. Each has significant and

immediate human resource implications set forth in the Plan.

The actions presented in this Plan build capacity necessary to achieve our varied missions. The Department's Management Initiatives Team will oversee implementation of our Plan and outline additional actions needed over time to meet our performance goals.

SECTION 1: UNDERSTANDING OUR MISSION

"The great wild places and unspoiled landscapes of this country are the common heritage of all Americans, and we must both conserve them and manage them for Americans living today, and for the Americans of the future, our children, and our children's children. That is our goal."

—Secretary Gale Norton

Mission and Organization

The Department of the Interior is America's principal conservation agency. We manage the vast lands and resources for which the Department is responsible; protect and provide access to the nation's significant natural and cultural resources; provide scientific and other information about those resources; and honor commitments to American Indians, Alaska Natives, and affiliated Island communities.

The Department of the Interior's employees are its most critical asset. Their abilities, commitment, and enthusiasm are central to accomplishing the Department's mission. Today they manage:



- ★ 507 million acres of land, or about one in every five acres in the United States, and about 40 million acres of the Outer Continental Shelf;
- ★ Some of the most revered symbols of our nation, such as the Statue of Liberty and Independence Hall; and some of its most spectacular beauty, from Acadia carriage roads in Maine to Yosemite Valley in California;
- ★ Nearly 900 dams and reservoirs that deliver irrigation water to one of every five western farmers, provide drinking water for more than 31 million people and their employers, and

supply 17% of the Nation's hydropower;

- ★ Energy resources on Federally managed lands and offshore areas, which supply about 28% of the nation's domestic energy production, including 35% of its natural gas, 29% of its oil, 35% of its coal, 20% of its wind power, and 47% of its geothermal energy;
- ★ 56 million acres of land held in trust for American Indian tribes and individuals; and provide education services for 48,000 American Indian children;
- ★ Relationships with more than 559 American Indian tribes, including support for self-government and self-determination of American Indians, Alaska Natives, and island communities;
- ★ Threatened and endangered species and the habitat that will allow them to prosper;
- ★ Scientific research, including monitoring, analyzing, interpreting, and disseminating scientific information, to describe and understand the earth, minimize loss of life and property from natural disasters, and manage water, biological, energy,



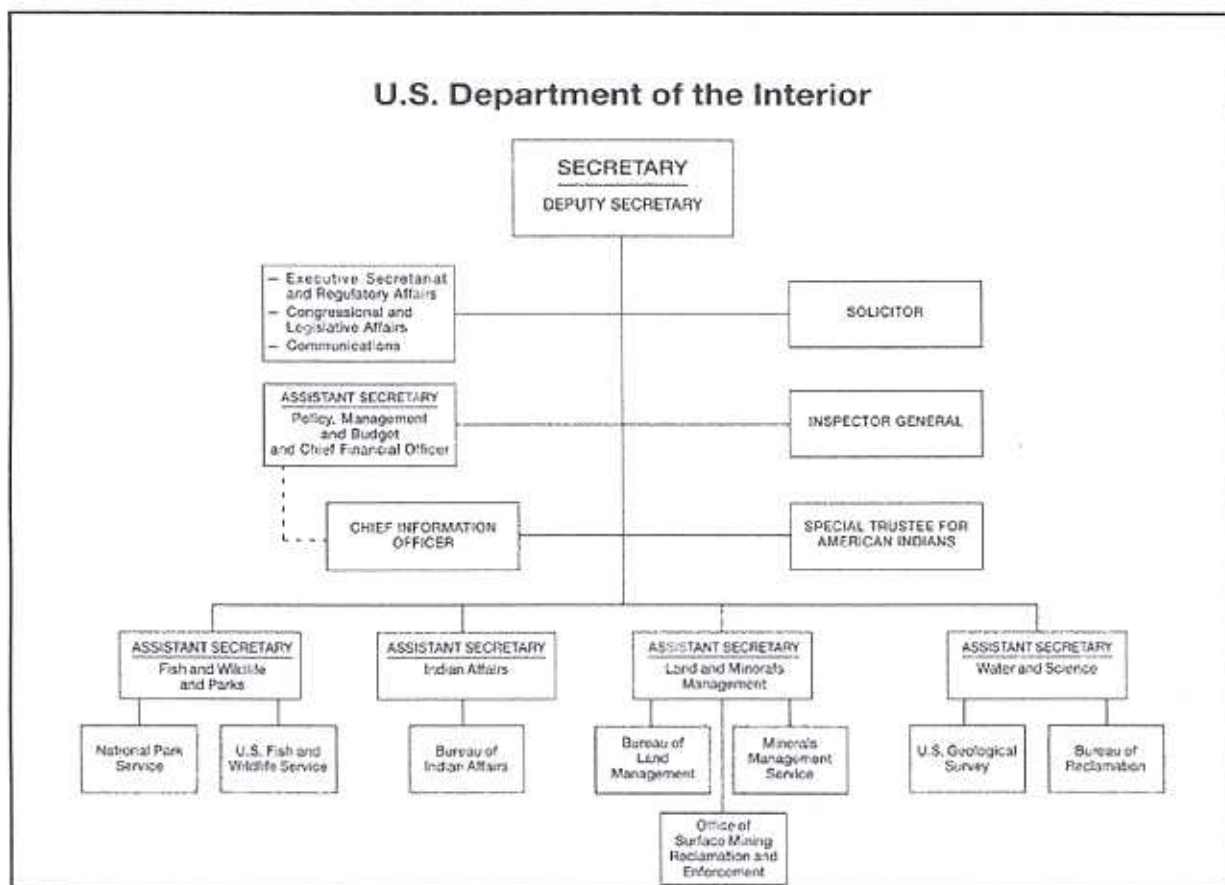
and mineral resources.

The Department fulfills these responsibilities with a \$13 billion total annual budget and through the dedication of its workforce, contractors and other partners. The Department collects more than \$6 billion in revenues annually from energy, mineral, grazing, timber, and recreational fees, land sales, etc. Most of these revenues are paid out to state, Indian, county, local, and other Federal agency accounts.

The Secretary manages the programs of the Department through the Deputy Secretary, five Assistant Secretaries, and the heads of eight bureaus (see chart). The eight bureaus cluster programmatically under the authority of four of the Assistant Secretaries. The Assistant Secretary - Policy, Management, and Budget oversees all phases of management and administrative activities for the Department and is a principal policy advisor to the Secretary.

The Department of the Interior is a "place-based" agency in the broadest sense of the term. Traditionally, we speak of four bureaus as our land management bureaus: the National Park Service, the Fish and Wildlife Service, the Bureau of Land Management, and the Bureau of Indian Affairs. Their missions derive from the special places they protect and manage, including natural and historic sites, critical habitat areas, trust lands, wilderness areas, and lands used for multiple public purposes from recreation to resource extraction.

However, all Interior bureaus fulfill missions rooted in the land and hence can be viewed as land management bureaus. The Bureau of Reclamation provides the water that keeps the lands and communities of the West alive; the Office of Surface Mining Reclamation and Enforcement provides the environmental oversight of surface mining while reclaiming lands affected by mining in the past; the



Minerals Management Service manages the energy and mineral resources of the nation's seabed and collects the revenue from natural resources found under Federal and Indian lands; and the U.S. Geological Survey expands our knowledge of the earth, its topography, geology, biology, and water.

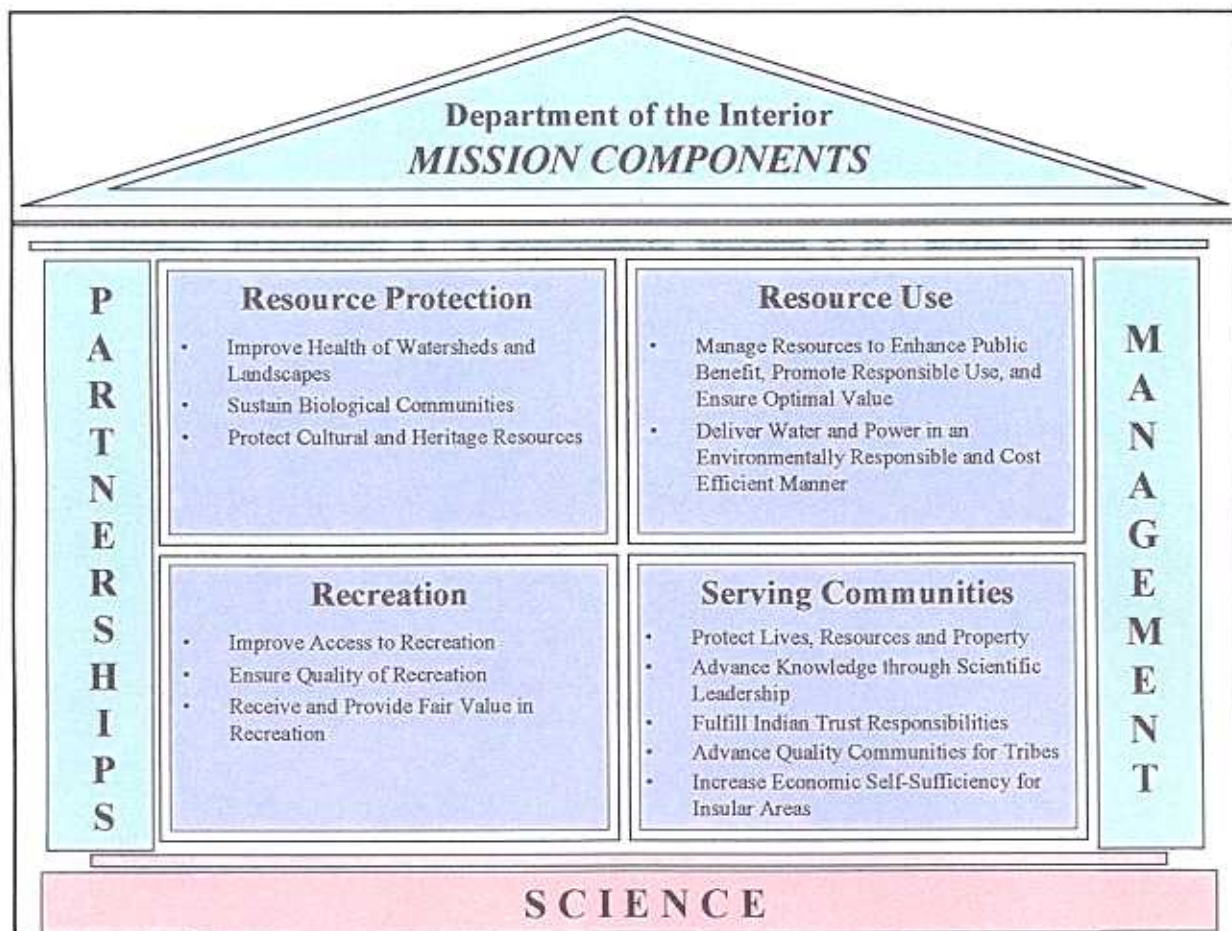
A Unifying Strategic Plan

Our new draft Strategic Plan, developed as a single plan from which bureaus "step down" to develop bureau plans, creates a common framework for expressing goals and presents a unified departmental mission.

The Department's major mission components center around its core responsibilities as the Nation's primary land management agency. The eight bureaus of the Department, many with complex and varied program components, are united for the first

time around four core mission areas in the draft Strategic Plan. These four areas encapsulate the challenge of our stewardship mission. They balance growing demands for use of the nation's resources with the need to protect them. The four mission components include:

- **Resource Protection:** The steps we take to conserve, sustain, protect, and restore the natural, cultural, and historical treasures managed by this Department.
- **Resource Use:** Our activities to bring access to resources needed by the nation for its economic well-being, consistent with cost-effectiveness and environmental responsibilities. Resource Use includes supplying water and power through managing dams and irrigation facilities in the West.



- **Recreation:** Our activities that involve facilitating the enjoyment of our land, waters, and cultural resources.
- **Serving Communities:** Our ability to meet our wide range of obligations to our customers, especially the fulfillment of our trust responsibilities and other commitments to Indian tribes, individual trust beneficiaries, and affiliated island communities.

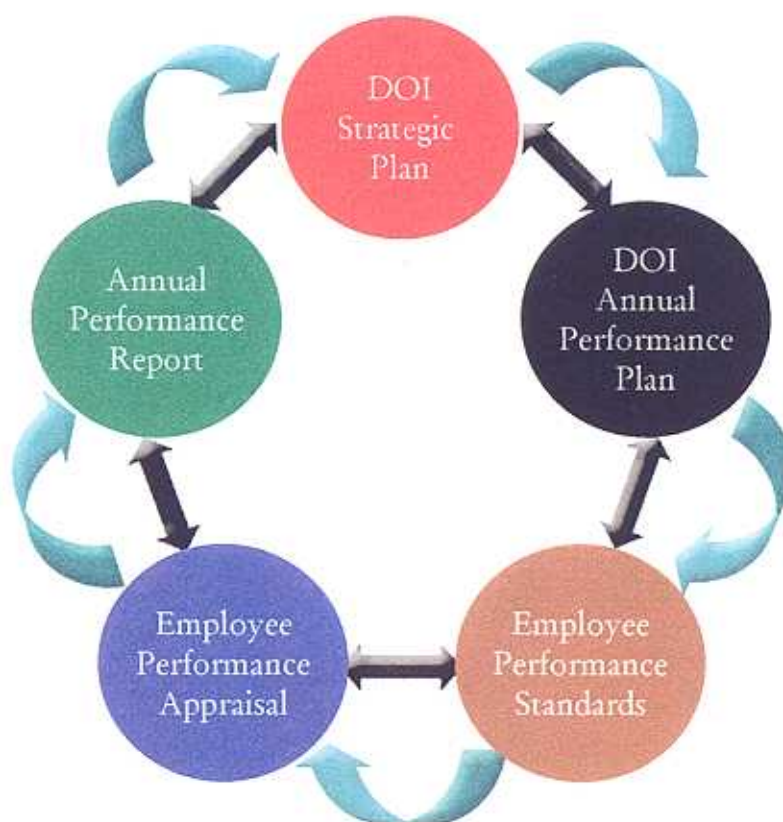
The Department's draft Strategic Plan establishes long-term (five-year) program and service goals and defines how we measure progress toward those goals. The strategic plan identifies 18 specific end-outcomes and 67 intermediate outcome goals,

measurable standards by which we assess the success of the agency and the performance of our employees.

Partnerships, science, and effective management are keys to fulfilling our mission and achieving our core mission goals in bureaus and offices throughout the Department. Science provides the information needed for informed decisions in each of the four program areas. **Partnerships** with other entities within and outside of the Department enhance communication and extend our capabilities. **Effective management** provides overall leadership and direction to ensure accountability, efficiency, and effectiveness in achieving results.

The Strategic Plan, slated for broad distribution this

Linking Employee Performance to Organizational Goals



and companion performance measures. The Strategic Plan provides the overall direction and measurable goals for the Department over the next five years. Annual Performance Plans, based on the Strategic Plan, articulate specific, goal-related performance targets for each fiscal year.

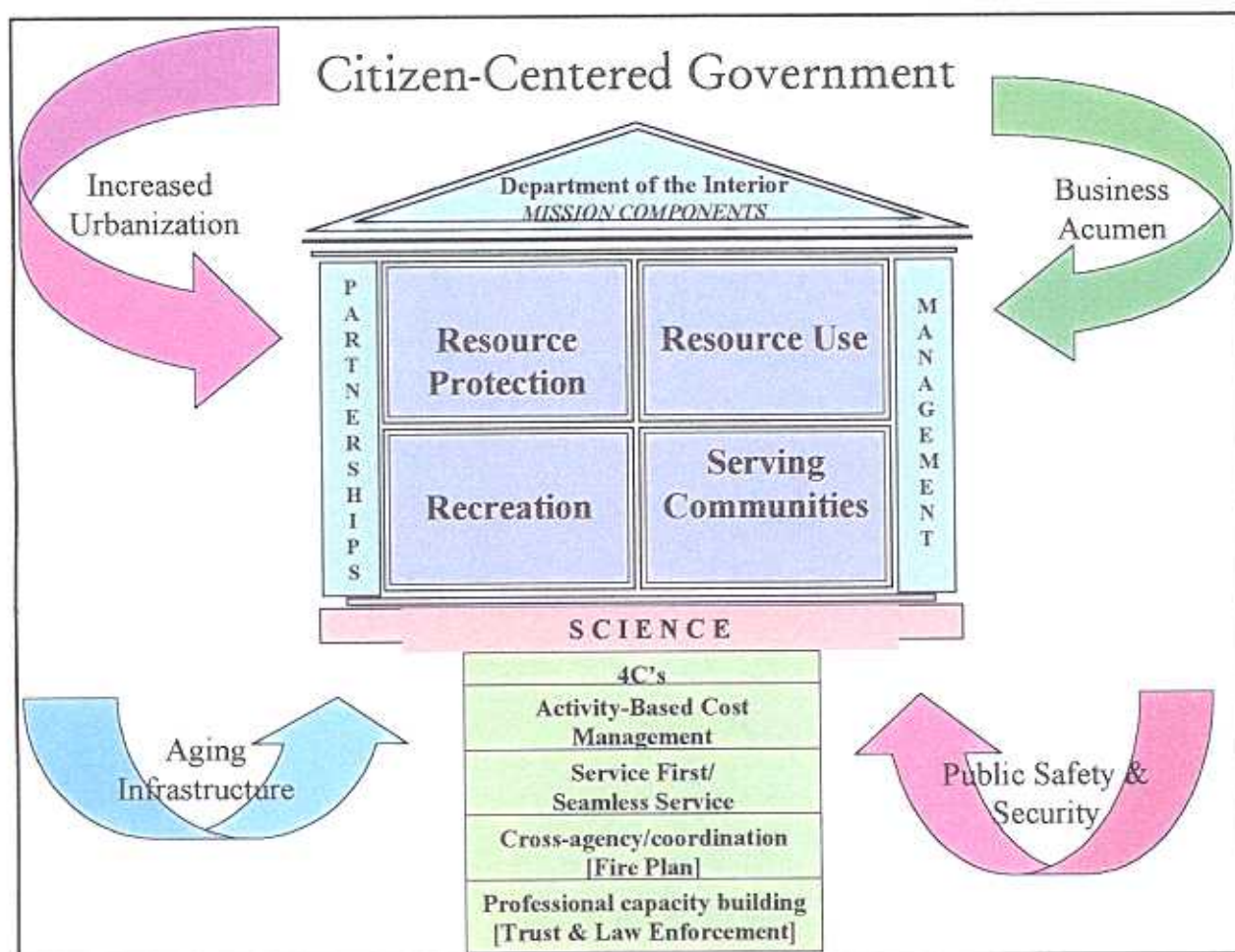
Individual performance plans for our employees will be directly linked to these annual targets and evaluated in terms of their achievement. Because all bureau activities and programs fit within four broad mission components upon which all performance plans will be built, employees will be able for the first time to have a direct line of sight from DOI's goals all the way down to their specific duties and job performance.

The biggest challenges and impediments to achieving our mission and hence our Strategic Plan are the

external and internal factors that affect both our capabilities and the scope and nature of demand for our services. Our efforts in the coming years are bounded by the influences of increased urbanization, aging infrastructure, expectations about information technology and sound business practices, and public safety and related factors.

The following diagram displays the relationship of these influences on our core mission goals.

Given these influences, our current workforce will need to enhance its competencies and skills in a number of critical areas and these influences will shape the hiring, training, and performance skills of new employees to carry out our strategic plan. Two examples from the strategic plan illustrate this human capital dimension.



Under **Resource Protection** to "Sustain Biological Communities," we face the pressures of a wide array of factors such as urban/suburban expansion, habitat fragmentation, increased use of public lands and resources, and corollary landscape pressures.

Consider the vast extension of invasive species. Non-native species can cause serious environmental and economic damage to natural resources and the people served by the Department. Some 40 percent of endangered species owe their endangerment in part to invasive species. Ecosystems managed by BLM, FWS, NPS, and BIA and Indian tribes experience biological harm by invasive species. This biological harm has far-reaching economic consequences, as the quality of forage for livestock and game deteriorates, as risk of fire spread by fire-prone groundcover such as cheatgrass increases, as water that could go to cities and agriculture is instead soaked up by invasive plants such as tamarisk. These effects undermine the ability of many communities to maintain economic stability. Nationwide, invasives cause tens of billions of dollars of economic damage every year and damage up to three million acres of additional habitat each year.



The Department cannot solve these problems on its own. It must work with others. To do so requires a **workforce with the skills to forge innovative solutions** with a wide and diverse set of interested participants. Skills in **team building, alternative dispute resolution, and collaborative negotiation** become essential to a workforce that must sustain a concerted effort across jurisdictional boundaries and

among private citizens and public officials. The selection, training, and evaluation programs for our employees must be geared to finding, strengthening and honing these crucial abilities.

Consider a second example. Within all four mission components, **making our facilities safe for use** by the public and by our employees is a fundamental responsibility and presents a major challenge given the age and extensive use of our visitor centers, Indian schools, historic structures, dams, and other facilities. The Department maintains more than 40,000 buildings and structures, 32,000 leased and owned vehicles, 125,000 miles of roads, and more than 120 million items of museum property valued in the billions of dollars. To bring our facilities into good condition, the Department annually identifies its highest-priority projects and publishes a five-year construction and maintenance plan. Special procedures in our newly invigorated capital planning process will ensure that large dollar projects are evaluated against all other facilities, weighed in terms of their overall contribution, and then tracked to ensure completion on time and within budget.

Improving the condition of our facilities and natural resources is central to serving the public. We are investing well over \$2 billion annually to ensure that buildings, facilities, and resources are maintained so visitors and employees enjoy safe, fully functioning facilities.

Successful facilities management requires more than just dollar investments. We must have **access to the facilities management skills** we need, skills with both old and new technology, equipment, and management practices. Employment data indicate that our **facility management workforce is aging and rapidly approaching retirement age**, making it critical to determine how best to maintain the skills we need. To meet this human resource challenge, we are working cooperatively within the Department to establish **core competencies and professional certification incentives, and enhanced performance measures** for our facilities management staff.

Summary

Our mission includes stewardship over many of the nation's natural and cultural resources, as well as responsibilities and commitments to Native Americans and affiliated island communities. Through our Strategic Plan, we have set out

intermediate and long-term outcome goals that will guide us toward fulfilling these responsibilities. This Plan is a companion to the Strategic Plan and helps guide the activities needed to make sure that our workforce has the skills and operates within organizational structures necessary to achieving our goals.

SECTION 2: SETTING THE CONTEXT

"As we look to the future, the issues facing the Department will require our workforce to possess even greater communication, cooperation, and consultation skills to achieve our conservation goals. We must collectively find solutions to the increasing and often conflicting demands that are placed on the resources for which we have stewardship."

—Secretary Gale Norton

Current Workforce

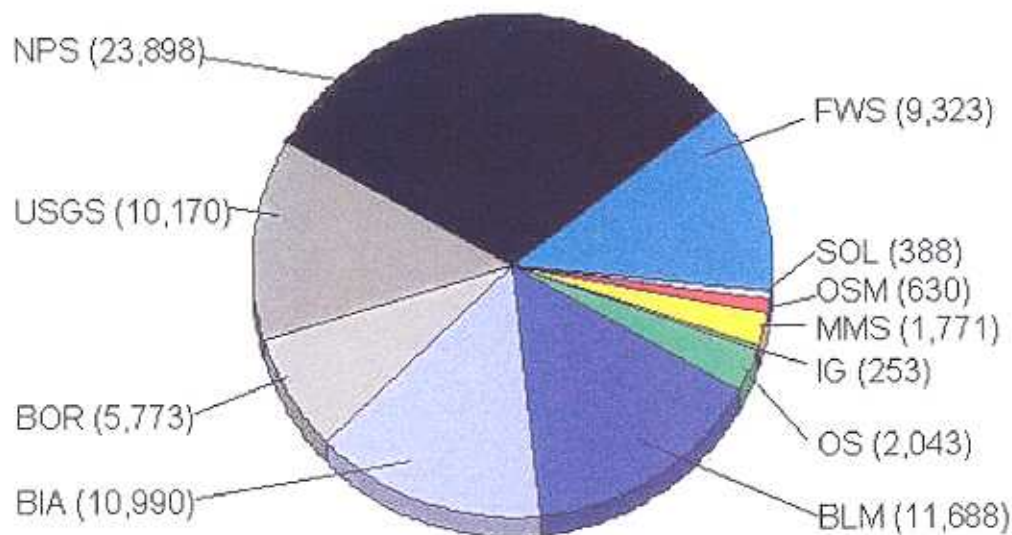
In June 2001, the Department issued its "Report on Workforce Planning and Restructuring, Phase I: Workforce Analysis," which provided a description of the Department's current workforce and a summary of the human resource challenges the Department faces. The characteristics and issues highlighted in that analysis reflect the major challenges we face as an agency.

Demographics

The next five years will see tremendous change in the workforce of the Department, the Federal government, and the nation as a whole. The baby-boomer generation will begin retiring in record numbers. We assessed several factors that will impact the demographics of our workforce, including attrition, retirements, competitive sourcing and potential restructuring actions. Looking closer, we assessed anticipated retirements in critical areas such

U.S. Department of the Interior Employment as of September 30, 2001

76,927 Total Employees

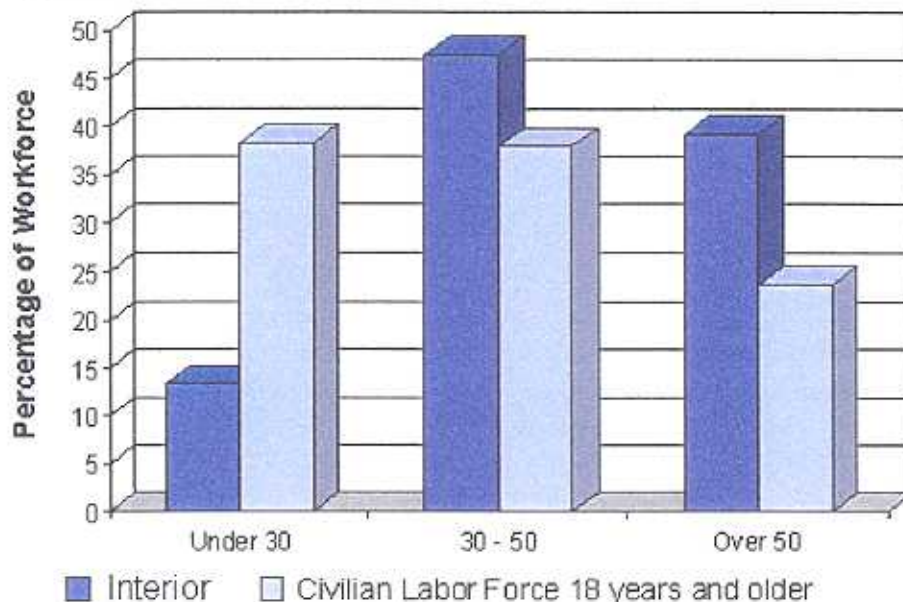


as law enforcement and fire management, as well as in mid- and senior-level management ranks. The Department's workforce is older on average than the rest of the civilian workforce.

We examined issues related to the recruitment and retention of younger employees. Several recent surveys have documented that the Federal government has become less

attractive as an "employer of choice" among graduating college students, who cite difficulties in the hiring process, poor work environments, and

The Interior Department employs a workforce considerably older than the general workforce.



other factors as disincentives. A recent Brookings Institution study also cited Presidential Management Interns—often sought by agencies since they represent an outstanding source of new talent for the public sector—as perhaps the most dissatisfied Federal workers.

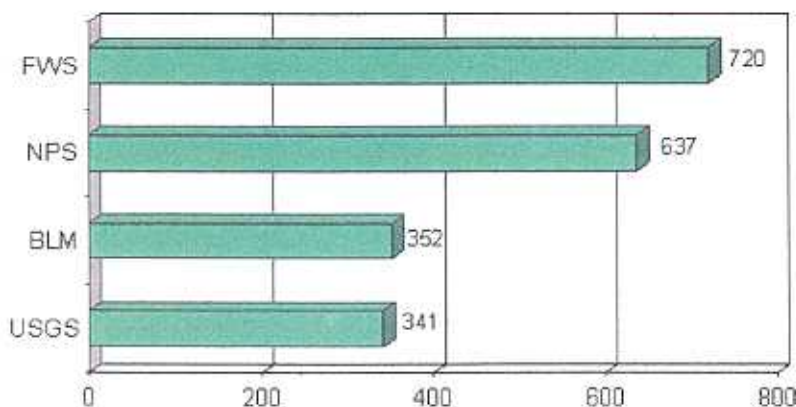
The combination of these factors at both ends of the career pipeline—a loss of experience and institutional retaining promising new employees—presents a central challenge.

Location and Supervision

The Department is a highly decentralized organization designed to work near the citizens it serves. Our employees are widely dispersed at nearly 2,700 locations throughout the

Duty Locations by Bureau

4 Bureaus have over 2,000 of the 2,662 duty locations within the Department.

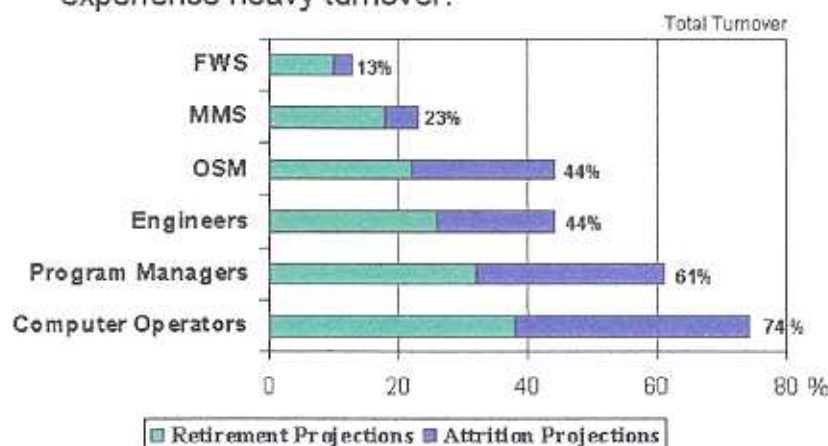


country, often at remote sites. Much of that dispersed workforce is found in four bureaus. As a whole, the Department has one supervisor for every 8.4 paid employees. On September 30, 2001, supervisors and managers represented 12 percent of the workforce. This ratio, however, does not account for more than 200,000 volunteers who work with us, assist in the fulfillment of our mission, and require the guidance of front line supervisors. If we include 200,000 volunteers, we get a supervisory ratio of about 30 to one, with supervisors representing about 3.3 percent of the workforce.

Attrition Projections

As with all Federal agencies, projected attrition rates for the Department require vigilance. Attrition rates reflect changes in jobs due to retirements, transfers

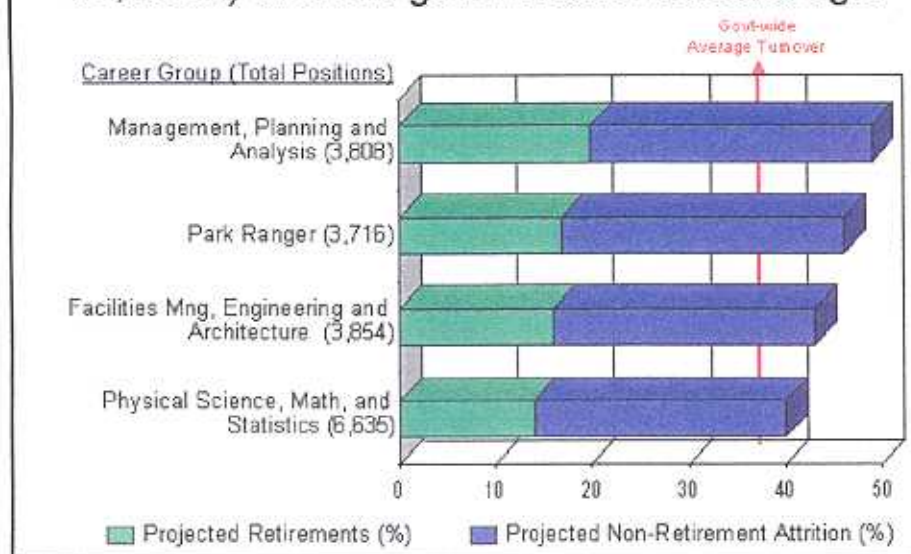
While 20% of Interior positions are projected to turnover in the next 4 years, attrition will affect bureaus differently and certain occupations will experience heavy turnover.



between agencies (including promotions), or departure from Federal service. Our overall attrition rate for the next five years is expected to be similar to the government average. Most of our technical career groupings are projected to experience turnover at slightly higher rates. While overall projected

attrition rates are fairly consistent with the government average, the rates for individual bureaus and occupations vary significantly. This plan will guide bureau-specific implementation, which will address those areas where attrition rates are of concern.

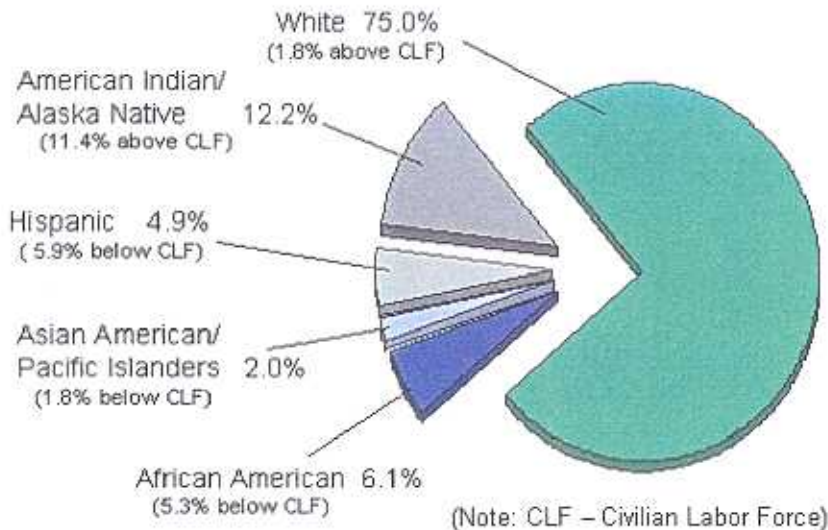
Four of the largest career groups have projected turnover rates (through September 30, 2006) over the government-wide average.



Diversity

DOI defines "diversity" in broad terms, including but not limited to racial, religious, color, gender, national origin, disability, sexual orientation, age, education, geographic origin, and skill characteristics. Having a

Diversity in the Workforce



The Department has not done a good job of attracting, hiring, developing, and retaining a diverse workforce, as required by Federal law and Department policy. As of September 30, 2001, approximately 75 percent of our workforce was white, and approximately 62 percent were male. Achieving diversity will take a serious and focused commitment by the Department to reach our skilled workforce that mirrors the American public.

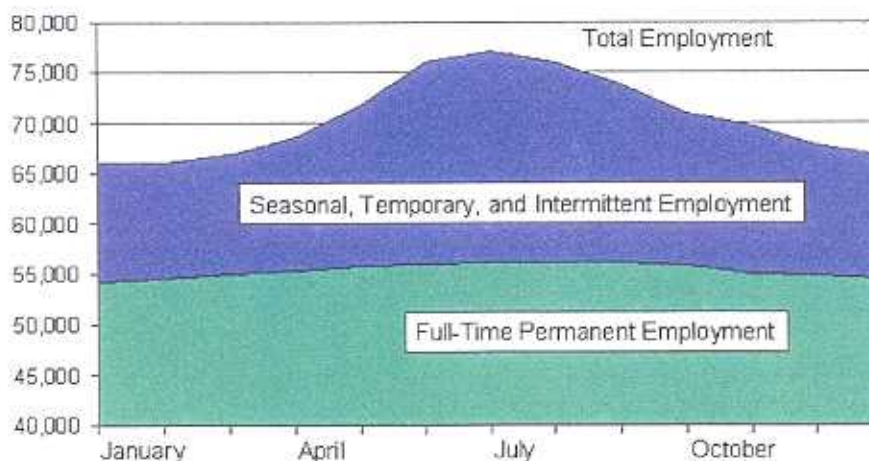
diverse workforce is essential to providing services to the culturally and linguistically diverse populations that visit the Department's facilities and lands. Having a diverse workforce helps recruitment and retention of highly skilled employees from the entire civilian workforce and conveys the message that DOI provides equal opportunities for all.

We strive to increase the number of persons with disabilities employed by the Department. At present, persons with disabilities represent about 10% of our total workforce, which is above the government-wide average of 7.2%.

Seasonal, Temporary, and Intermittent Workforce

More than any other Federal agency, the Department of the Interior relies on its seasonal, temporary, and intermittent workforce to accomplish its work. The percentage of these non-permanent workers in our workforce has increased 18 percent over the last five years, from 15,035 to 17,786. Seasonal employment peaks during the summer months and steadily declines through the following spring. Our

A Variable Workforce That Adjusts To Mission Demands



need to deploy a sizeable and diverse non-permanent workforce continues to grow. Seasonal and temporary employees play a key role in fighting forest fires; welcoming visitors to our parks, refuges, and public lands; collecting scientific data; and serving alongside our full-time employees in a seamless fashion.



research programs. Volunteers serve as campground hosts, clear trails, help with seasonal bird surveys, collect new information for maps, and assist with many other day-to-day activities.

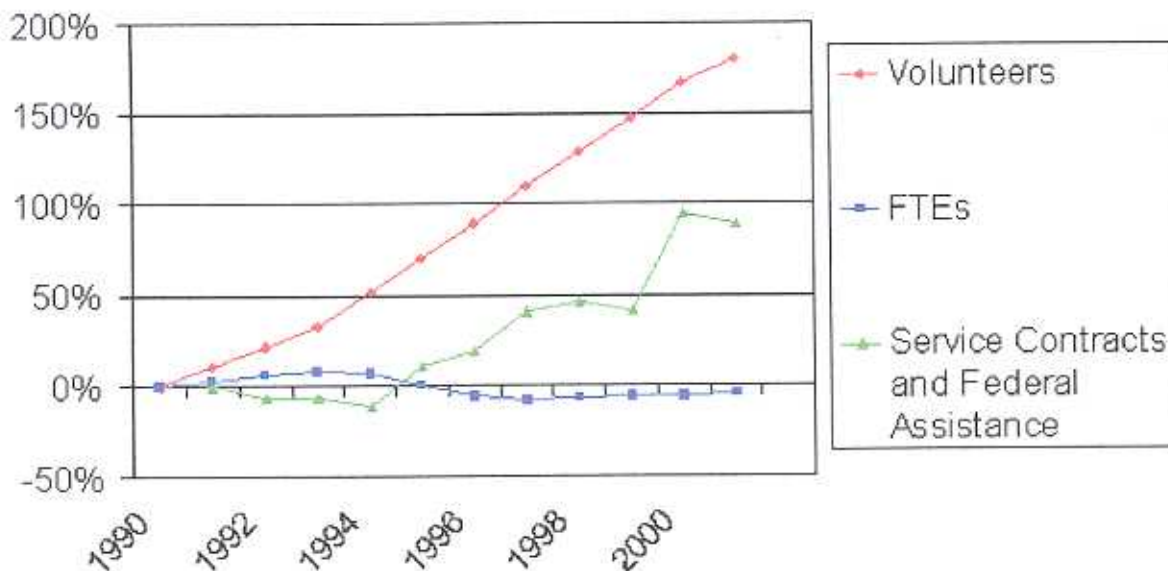
In FY 2000, the number of *volunteer workers surpassed 200,000 – almost three times the number of employees in our paid*

Volunteers

Simply stated, some bureaus would be hard pressed to function without their volunteer workers. Volunteers help maintain and sustain our national parks, national wildlife refuges and fish hatcheries, BLM public lands, water resource management activities, and assist in carrying out our scientific

workforce. The number of volunteers has doubled over the last ten years; we expect this trend to continue. The high quality work they perform results in significant savings to the American people and allows us to offer more programs and services to our nation's citizens. For example, in FY 2001, volunteers for the Bureau of Land Management, the

To keep pace with an increasing workload, Interior has supplemented its workforce.



example, in FY 2001, volunteers for the Bureau of Land Management, the Park Service and Fish and Wildlife Service provided equivalent combined total service valued at about \$98 million.

Trends Affecting Mission Delivery

Because the Department's mission is rooted in the land and the demands placed on our natural resources, we assessed major factors and trends that will shape the demands on the Department over the next several years. A comprehensive list of these "drivers" is included in Appendix A.

The Department delivers its services within a context affected directly and pervasively by the broader forces in society that are shaping and reshaping the nation, continually presenting new challenges and opportunities to this land management agency. As populations move to new areas, new pressures on the natural landscape emerge. Citizens are looking for increased recreational opportunities, putting more pressure on public lands. Demand is increasing for energy and from alternative energy sources. Population shifts across the landscape are fragmenting the natural habitats for wildlife and waterfowl, affecting their conditions. The global nature of our economy has brought new and disruptive species into our natural domain, challenging native species and exacerbating fire potential. A growing number of communities face risks from natural hazards, perils of coastal storms and other processes, and weather cycles that can cause devastating wildfires.

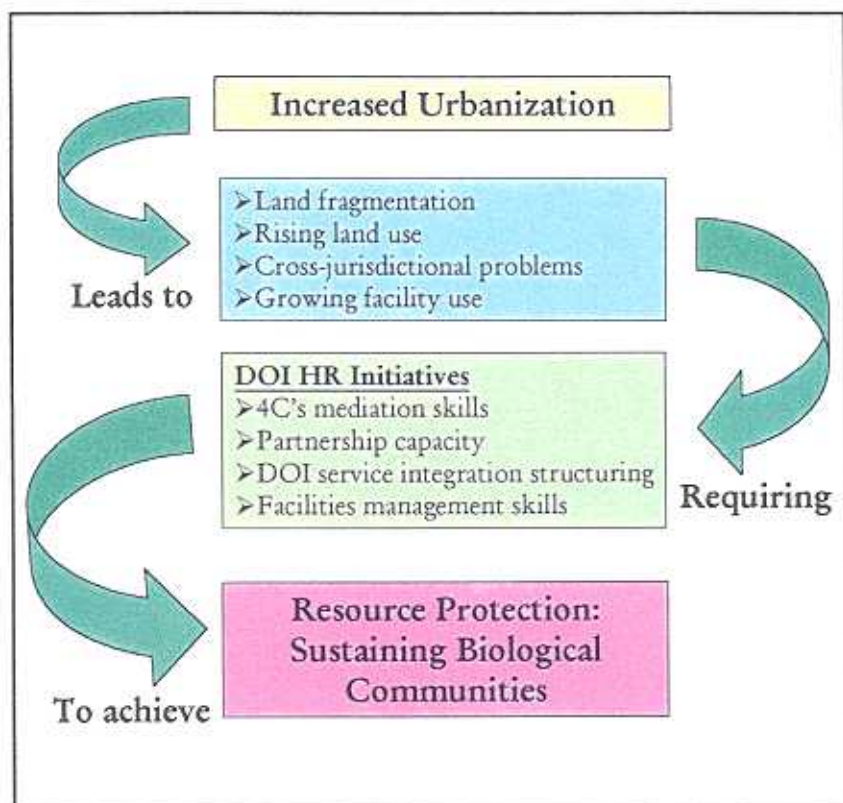
The following summarizes the challenges that result from external and internal forces that will shape our workforce over the next five years and influence how

we fulfill our mission and achieve our performance goals. Each illustration demonstrates the need to build new and improved skills and competencies to address a changing set of demands and expectations.

Increased Urbanization

Urban areas are spreading towards lands protected and managed by the Department – national parks, wildlife refuges, Indian reservations, and wilderness areas. Greater numbers of people living in proximity to federally managed lands result in (see chart):

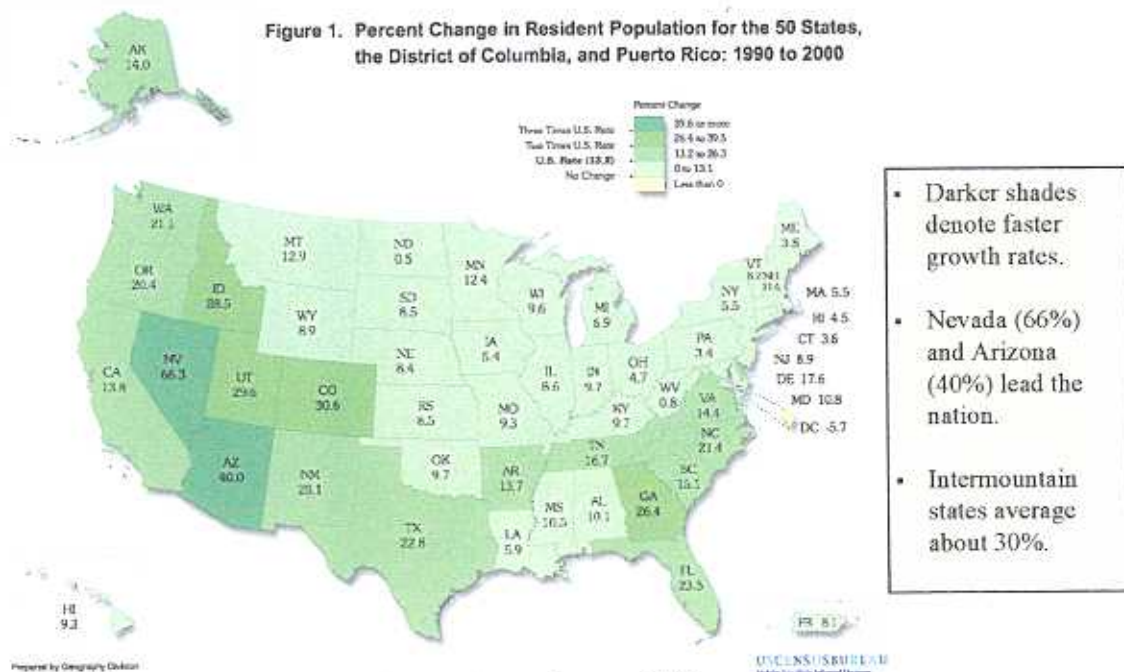
- Increased recreation on federal lands
- Increased resource demands
- Increased interaction between citizens and land managers



Citizens living near Federal lands have a very personal interest in the Department's management actions and decision making process. Increasing urbanization will impact nearly every program of the Department and require a change in the way our services are delivered and the skills our employees

Demographic Changes: Population Has Grown Fastest in the "Public Land States"

Figure 1. Percent Change in Resident Population for the 50 States, the District of Columbia, and Puerto Rico: 1990 to 2000



- Darker shades denote faster growth rates.
- Nevada (66%) and Arizona (40%) lead the nation.
- Intermountain states average about 30%.

Need to Work With Others

A high profile example is the wildland/urban interface, which presents major fire challenges, especially in the face of persistent drought in the West. The enormity of wildland fire hazards we face coupled with a growing wildland-urban interface, indicates that our employees will need better collaboration and negotiation skills to work with



state, local and tribal governments, nonprofit organizations, and private landowners to address fire management challenges.

Need for New Partners and Professional Skills

Greater demand for access to and use of public lands also increases the need for volunteers, interpreters, and law enforcement personnel. Specialized scientific as well as communication skills will be more critical due to the increased risk of disease from greater human/wildlife interaction, the spread of invasive species, and increased risk of contamination and pollution to interior lands and facilities.

Need for New Management Practices

The Inspector General has identified several management challenges faced by the Department. Achieving our mission in the context of growing demands on recreation, resource access, resource protection will require improved facilities

Demographic Changes Have Increased BLM's Management Responsibilities

Type of Work	1976 Workload	2000 Workload
Lands Actions		
Patents or Deeds Issued	53	244
Acres Patented or Deeded	36,991	135,850
Recreation Sites		
Non-Fee Sites	326	3,191
Fee Sites	0	335
Historical & Archaeological Properties		
Properties Recorded	11,076	235,574
Acres Inventoried	1,133,956	14,416,221
% of Onshore Oil and Gas from Fed. Lands	6% (O&G)	11% Nat. Gas 5% Oil
Natural Gas Produced	1,080 Mcf	2,139 Mcf
Coal Production on Federal Lands	54,782,356	404,787,030

management and maintenance capacity; better ability to account for deployed assets; and better performance monitoring.

Expectations: Information Technology and Business Acumen

Information technology has become an integral tool in conducting the Department's business. At the same time, public expectations for improved government services and accountability have risen dramatically. Citizens expect government services to be delivered using the same advanced technology in widespread use in the private sector. The Department's workforce must use information and technology as an effective means for delivering service to a broader public in a timely and understandable fashion.

The public also expects prudent management of financial resources. Managers must be familiar with cost implications of their decisions and activities through implementation of Activity-Based Cost

Management. Our tasks require greater financial management and analytical skills, contracting and procurement skills, asset management skills, and strategic business skills. Greater creativity and business acumen will be needed to deliver services in more efficient and effective ways, often in greater cooperation with our partners. In a context of constrained financial resources, park superintendents, refuge managers, agency superintendents, and public lands managers are recognizing the need for more effective utilization of available funds. They are also recognizing the importance of using a variety of approaches to meet their needs: fee collection to enhance investment in visitor services and asset maintenance; teamwork with other agencies, friends groups and other third parties; and partnerships with foundations.

The Department faces a number of specific management challenges in meeting increased expectations for information technology and business skills:

- The preparation of timely, reliable, and useful financial information as required by the Chief Financial Officers Act continues to be a major challenge for DOI and its bureaus.
- Along with most agencies in the Federal government, the Department continues to have long-standing problems in the areas of computer security and overall system effectiveness.
- Although DOI collects more than \$6 billion in revenues annually, OIG and GAO reports have shown that collections could be enhanced from royalty payments, recreational fees, and cost recovery activities.

Rising Priorities in Law Enforcement, Public Safety, and Homeland Security

In the aftermath of the events of September 11th, 2001, the Department has adjusted many of its practices to meet the need for greater security and protection of its many facilities and assets. For example, security at major dams and reservoirs across the country has increased and will remain a high priority well into the future. Parks and other public lands extend for hundreds of miles along the nation's borders. Our law enforcement personnel must be prepared to deter terrorist and other unlawful acts against employees, visitors, facilities and resources. IT specialists must protect information systems and equipment from hackers and terrorists. Our law enforcement personnel must develop the skills to make visitors feel welcome while providing a safe and secure experience.

Management challenges accompany increased security needs. According to the Inspector General, ensuring the health and safety of employees and the increasing number of visitors to public lands and facilities under DOI jurisdiction remains a clear priority and a significant challenge. In addition, the attacks on America on September 11, 2001, exposed the vulnerability of our visitors and employees, national monuments, and critical infrastructure to terrorist acts.

Managing Aging Infrastructure

Maintenance and repairs to our facilities have not kept pace with growing facility needs. As new parks

and refuges are added, additional maintenance demands accrue. Many of the Department's dams, built more than 60 years ago, are using antiquated technology. Children on Indian reservations attend school in deteriorating facilities. Aging infrastructure will require employees or contractors with the skills to assess facility conditions, and repair and maintain roads, buildings, land, systems, and equipment.

Costs to complete deferred maintenance on DOI's large and aging inventory of schools, office buildings, bridges, dams, irrigation systems, roads, and historic buildings and structures are currently estimated to range from \$7.2 billion to \$11.3 billion. Our ability to effectively fulfill maintenance responsibilities has been inhibited by the lack of adequate maintenance management systems, practices, and processes.

Responsibilities and Commitments: Native Populations

The American Indian and Alaska Native population now exceeds two million and represents one of the fastest growing populations in the United States. Of that population, the BIA serves 1.2 million American Indians who are members of the 559 Federally recognized American Indian tribes in 31 states. At a yearly growth rate of 2.7 percent, the Native American population will double by the year 2050. Even as its population grows, American Indians lag behind the general U.S. population on almost all socio-economic, health, and educational measures.



Similarly, the island communities affiliated with the United States face mounting challenges for their

rapidly growing populations, challenged economies and governments.

In this context, BIA continues to experience administrative and management problems that constrain its ability to fulfill its trust responsibilities and effectively promote self-determination on behalf of tribal governments, American Indians and Alaska Natives. Audits continue to reveal long-standing financial and program management deficiencies in U.S. insular areas, some of which are experiencing continuing financial difficulties.

Defining Critical Skills Shortages

Workforce planning plays an essential role in defining our critical skill shortages. Efforts are underway in the Department to complete bureau and office workforce analyses by September 30, 2003. Bureaus and offices will develop implementation plans to meet any specific organizationally unique skill gaps in their workforce needs beyond those more generic, Department-wide gaps identified in this plan. Workforce plans will guide succession planning, prepare employees for more challenging roles, and provide continuity as our workforce matures.

Given the breadth of challenges we face, Interior employees need skills as varied as the organizations and missions they support. The complex environment in which we operate requires employees to use technical, interpersonal, and leadership skills in virtually everything we do.

To effectively address our strategic management and major programmatic challenges and achieve our performance goals, we must overcome skill gaps in technical and leadership areas. The specific technical skill gaps include:

Technical Skills

- Law enforcement and security
- Information technology
- Fire management
- Natural and physical science
- Financial management (including trust management and auditing)

- Facilities management and engineering
- Contract management
- Mediation and negotiation skills
- Strategic business planning skills

Our managers must possess the **leadership, management, communications, and strategic planning skills** necessary to guide our employees to more effectively delivery of services to the American people. In order to attract, recruit and retain highly skilled employees, our managers must be able to provide leadership that guides, inspires, and motivates our employees.

Beyond these specific skill gaps, the most pressing and overriding human capital problem faced by the Department is the ability of its workforce to cope with the sustained increased demand for its services, even while its employment levels trail far behind. These demands require employees with **mediation and negotiation skills and the ability to develop and manage partnerships**.

The demands on the land and its use are accelerating at a galloping pace, while the number of Interior employees has dropped (see chart). Since 1985:

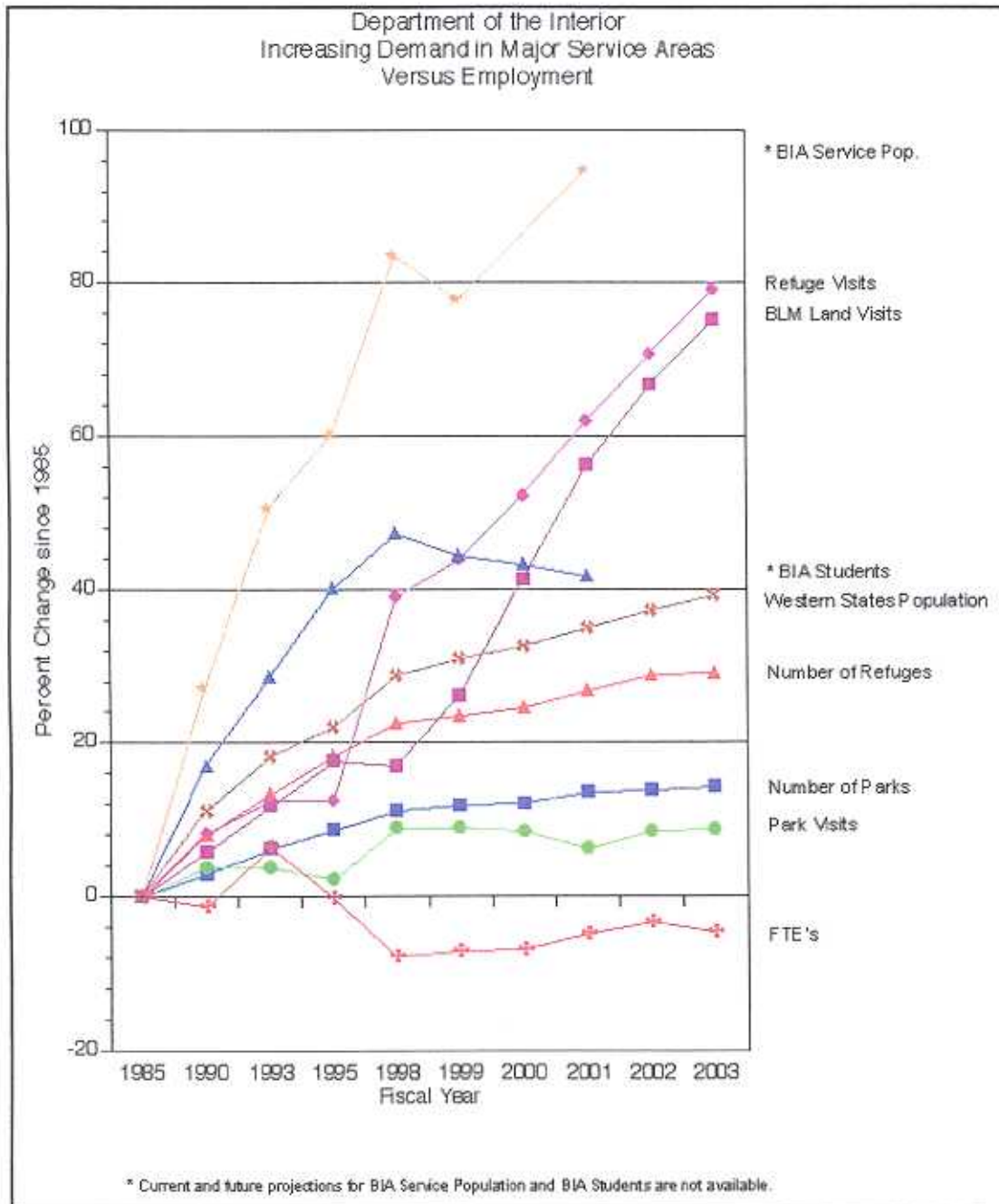
- Eleven of the 15 fastest growing states are located in the West.
- The number of endangered and threatened species has tripled to 1,244 today. As a result of this increase in the number of protected species, the Fish and Wildlife Service is conducting 4.5 times the number of consultations (37,500 annually) than it did just 15 years ago.
- The number of refuges has grown by 100 to a total of 538 and visits have increased by nearly 60 percent.
- Approximately 50 new units of the National Park Service have been established, bringing the total number to 385, with resulting increases in visitor use and resource impacts.
- The BIA service population has nearly doubled, growing from 786,000 to more than 1.5 million. The number of Indian children in BIA schools has increased by nearly 50 percent.
- BLM lands in protected status have grown by 20

million acres to 36 million acres. National monuments comprise 4.7 million acres of that total.

- BLM lands have become a growing source of recreation, with recreational visits increasing by 40 percent. In short, the Department faces challenges derived from increased population; increased popularity of parks, refuges, and

public lands; demand for recreation and recreational opportunities from hiking, swimming, boating, and biking; and conflicting demands for water and land that are becoming increasingly heightened and urgent.

At the same time, additional statutory requirements complicate employee tasks in the areas of financial



One local example from Grand Junction, Colorado, illustrates the challenges we face more broadly throughout the West. Annual recreational visits (mainly for mountain biking and river rafting) on BLM lands have increased from 61,000 such visits in 1979 to 609,000 visits 20 years later. While staffing increased from 16 in 1979 to 27 in 1989, it has remained relatively constant since then, despite the doubling of visitation levels.

While increased recreation is creating new demands, so are mineral extraction activities. Applications for BLM permits to drill for onshore oil and gas have swelled from 1,870 in 1995 to 3,863 in 2001. At the same time, staffing to do these reviews has declined by 16 percent.

Grand Junction's Mountain Bike Trails Annual Visits



management, acquisition, information technology, financial assistance, and accountability (see chart).

The staffing and funding for many of these vital support areas was reduced during the 1990s in an

Growing Demands for Agency Management and Accountability

1987

Computer Security Act

1990

Budget Enforcement Act of 1990 (as amended)

Chief Financial Officers Act

Federal Credit Reform Act

1992

Energy Policy Act

1993

Government Performance and Results Act

1994

Accounting Standardization Act

Federal Acquisition Streamlining Act

Government Management Reform Act

1995

Paperwork Reduction Act (PRA)

1996

Administrative Disputes Resolution Act

Clinger-Cohen Act

Debt Collection Improvement Act

Federal Acquisition Reform Act

Federal Financial Management Improvement Act

1998

Business Opportunity Development Reform Act

Federal Activities Inventory Reform Act

Government Paperwork Elimination Act

Travel and Transportation Reform Act

1999

Construction Industry Payment Protection Act

Federal Financial Assistance Management Improvement Act

2000

Government Information Security Reform Act

attempt to streamline government. Agencies face the growing list of demands with diminished capabilities on almost every front.

Despite these demands, the employees of the Department of the Interior continue to be innovative, dedicated, and resourceful. We have received five consecutive clean audits on the Department's combined financial statements, and two Certificate of Excellence in Accountability Reporting (CEAR) awards from the Association for Government Accountants for our FY 2000 and 2001 accountability reports. Efforts to reduce costs and improve efficiency by consolidating payroll functions within the National Business Center are recognized as a model throughout government. The Bureau of Land Management is recognized as a leader throughout the Federal government for its implementation of Activity-Based Cost Management.

"In 1998, the Department of Interior's National Business Center consolidated payroll systems for Interior, the Social Security Administration, the Department of Education and many smaller agencies onto the Federal Personnel Payroll System. The result was a payroll system that worked better and cost 25 percent less."

*— Mitch Daniels
Director, Office of
Management and Budget*

DOI employees are close to their customers, serving them effectively. Approximately three out of four of the Department's employees interact directly with customers and citizens.

Customer Service



In addition, surveys show the Department delivers quality services to those who visit DOI-managed lands and facilities, achieving high customer-service ratings.

To continue and strengthen the Department's high level of performance, this plan lays out strategies to attract, retain, and manage our workforce in the context of new and ongoing challenges.

SECTION 3: ACHIEVING OUR PERFORMANCE GOALS

"We have begun a process that will transform our agency, building on its strengths. We will foster organizational cooperation rather than stove-piped actions. We will recognize and reward achievement and address poor or inappropriate performance. We will improve the quality of worklife to attract and retain another dedicated, talented, and resourceful generation of public servants in the best traditions of this great Department."

— P. Lynn Scarlett
Assistant Secretary
Policy, Management and Budget

To be an even more effective and efficient customer-focused agency, we must deal openly with the major mission challenges we face as a Department. The way in which we operate today, while grounded in the past, is evolving rapidly. If we can embrace the positive direction of this change, we can address the growing demands we have just described. Our five-year human capital plan centers on our three major organizational and skill building initiatives:

- Integrating the Department
- Employing the 4C's
- Managing for Excellence

Integrating the Department

Established in 1849 as the fourth cabinet-level Department, DOI was originally referred to as the "Home Department" and the "Department of Everything Else." Over its more than 150-year history, the Department has often been viewed as a holding company for its eight component bureaus, each with its own legislative history, organic act mandates, separate appropriations accounts and authorizing legislation, and unique organizational structures. Today, this bureau-specific capacity represents an enormous resource for the nation. Our employees identify with their well-defined bureau missions and have a level of esprit de corps, organizational loyalty and commitment that leads to exemplary, dedicated public service.

However, what is said of individuals, namely that one's greatest strength is often one's greatest weakness, can also be said of organizations. While bureau identification and loyalty provide benefits, these attributes can deter cooperation, resulting in foregone efficiencies and duplication of effort. The historical evolution of the Department as a composite of stove-piped organizations has complicated efforts to address significant mission and management challenges. Often, it is easier to work within the same organization rather than risk the unknown and potentially lose control over outcomes by partnering with other bureaus, Departmental offices, or external agencies. There is a penchant toward hoarding knowledge instead of sharing and communicating key information. Bureaus tend to "keep problems to themselves," trying to solve them within each individual bureau,



even when sharing remedies and best practices would offer potentially faster, less costly results.

Information technology practices demonstrate these tendencies. Currently, the Department has four different e-mail systems, several different operating systems, and networks scattered across the country. The Department has no common word processing system nor standard system architecture. Our decentralized structure and culture result in longer time lines and higher costs to provide IT services.

Many issues are complex and multidimensional challenges, reaching across bureau program boundaries, requiring common understanding, approaches, and solutions. An endangered species does not know the difference between public land, refuge land, trust land or park land. An ecosystem under stress is likely to be stressed on all adjacent public lands. Wildfire knows no boundaries, given high fuel loads and drought conditions.

Building Cooperation

Driven by mission imperatives that outstrip budget and personnel resources and require closer collaboration and teamwork, the Department is gradually evolving toward greater bureau integration.

Increasingly, the management of lands and resources under our stewardship involves ecological, scientific, economic, and social factors that extend well beyond the boundaries of the Department's individual bureaus. Successful resource management requires cooperation with states, private landowners, and other agencies to ensure balanced use and protection of our lands, waters, and habitat.

We have also come to understand the value in a common Departmental stewardship mission. Increasingly, our bureaus and offices are approaching problems and finding solutions in a more dynamic, integrated manner. For example, in addressing the IT challenges described above, we are

What to Change? IT Organizational "Variety"

Functions reporting to our Chief Information Officers vary widely.

Function	OCIO	BIA	BLM	BQR	FWS	MMS	NEC	NPS	USGS
Capital Asset Planning	X	X	X					X	
Telecom	X		X		X	X	X		X
Information Mgt.	X		X	X			X		X
Security	X	X	X	X	X		X	X	X
Strategic Planning	X			X	X	X	X	X	X
Architecture	X		X						
Chief of Staff	X								
GIS		X							X
Knowledge Mgt.		X							X
Financial Mgt.		X			X				
e-Gov		X				X			
Information Systems		X					X	X	
CTO		X						X	X
Program Support			X						
System Coord			X						
National			X					X	
IRM Center									
Infrastructure				X		X			
Info & Tech Svc				X	X	X	X	X	
IT Services			X	X	X		X		
FGDC									X

Variations in Organizational Responsibility & Authority

Variations in Direct Reporting Organization Structure

working together to utilize common data standards and systems to provide more efficient and secure operations and services to the public and to our employees.

The need to build a more integrated Department is central to the full achievement of our mission and lies at the core of our 4C's management approach. We must reexamine the way in which we deal with human resources issues and processes, including organizational structures and the hiring, training, and development of our employees. Integrating strategies range from incentives to encourage and reward cross-bureau experience and mobility to providing more integrated training and orientation to the Department's overall mission.

While a bureau-oriented approach to the Department's overall mission and mandates may have been appropriate during the last two centuries, today an integrated "One-DOI" approach can yield substantial insight and greater program effectiveness. For the first time, the Department's comprehensive Strategic Plan aligns and coordinates the execution of all bureau missions mandated to the Department by Congress.

The Hallmark of DOI Teamwork

Within the Department, consultation,

communication, and cooperation are the means by which we can forge common action to tap the full potential of the talented and dedicated employees who comprise this agency. With financial and personnel resources always trailing the accelerating demands for service, **we must work together to find new ways to achieve efficiency and effectiveness.** Adapting sound business principles to the management and operation of the Department, together we can reduce duplication, streamline operations, and yield a greater return on the public's funds entrusted to us. We can also work more effectively, utilizing the full depth of knowledge and experience resident in our bureaus.

Actions for Integrating the Department and Meeting Critical Skills Shortages

In order to work more effectively as a unified agency that serves citizens and accomplishes its mission goals, the Department will attract, develop and retain employees with skills to serve in a wide variety of capacities throughout the entire agency. The following actions will build cross-bureau collaboration and communication:

Hiring Processes – The Department will build common human resource practices that will reduce bureau redundancy while providing greater integration and transparency in bureau personnel

Over the past few years, the Bureau of Land Management and the U.S. Forest Service have co-located some offices as part of a "Service First" initiative. Similarly, the Farmington Indian Minerals Office (FIMO) provides American Indian information and services for their entire mineral rights issues in one location. These services include outreach, inspection, enforcement, and mineral revenue compliance services provided by the Bureau of Indian Affairs, Bureau of Land Management and Minerals Management Service, all under one Office Director.

Both "Service First" and FIMO are cooperative, cross-bureau initiatives that put our customers first. These efforts achieve three primary objectives:

- *Seamless service to customers serviced by more than one bureau – for example, one-stop shopping for permits and services;*
- *Reduced confusion and duplication by using the same procedures across agencies;*
- *Reduced costs by sharing resources (personnel, facilities, and skills) and eliminating business processes that do not add value.*



practices. This effort, guided by the Management Initiatives Team (MIT), will include the following:

Common position descriptions – Common position descriptions will identify qualifications needed for similar positions wherever they are located in the Department, providing greater balance and equity between similar positions in different organizations and making it easier for applicants to apply for similar vacancies located in different bureaus.

Common vacancy announcements – Utilizing central Interior-wide vacancy announcements, bureaus and offices can attract and recruit applicants for multiple positions across the nation. Applicants will be able to utilize a consistent format that will describe vacancies and the skill levels being sought. By cross-referencing positions that contain similar qualifications, applicants will be referred to other positions for which their skills may be relevant.

Streamlining the hiring process – Because extensive paperwork burdens and long delays in the hiring process are barriers to effective recruiting, the MIT's Human Capital Team will investigate best practices to shrink the time and burden currently required in the hiring process.

New employee tracking report – In order to better track and measure successful recruiting practices, mobility, and retention, the Office of Personnel Policy will measure and report on the number of new hires, including cross-bureau and outside hires and the method of recruitment (e.g., merit promotion, special hiring authority, conversion from an intern program, etc.). The results will be reported regularly to the MIT's Human Capital Team.

DOI Mission Orientation for New Employees – To build greater awareness and familiarity with the breadth of opportunities and challenges the Department collectively faces, a new DOI orientation program will be developed and utilized to provide all new employees with a basic awareness and understanding of the Interior mission.

DOI Mid-Career Exchange Program – We need a

program to improve the utilization of mid-career level employees. Such a program could provide employees at the mid-career level with a one- to two-year assignment outside of their current organization that would diversify the experience of the employee and help foster greater cooperation, consultation and communication within the Department. The objective is to strengthen career development within the Department, assist employees in developing a greater Departmentwide mission awareness, and retain employees whose experience can be more broadly shared within the Department. The Human Capital Team has been tasked with developing a Mid-Career Exchange program proposal in conjunction with the DOI University and for evaluating the effectiveness of the current Team Leadership Program.

Senior Executive Development and Mobility – The Department's highly successful SES Career Development Program has regularly trained high potential GS-14 and GS-15 employees for pre-certification to the Senior Executive Service since its inception more than twenty years ago. The program offers intra-Departmental skill building emphasizing common mission challenges and capabilities for unified action across the Department's bureaus and offices. The MIT will review the program as part of its overall review of training.

Studies by the Office of Personnel Management, the Merit Systems Protection Board, the Council for Excellence in Government, and the National Academy of Public Administration have all called for increased mobility for Senior Executives. The wealth of experience represented by the Department's SES corps can be invaluable in building a greater integration of the Department's mission by career leaders who are intimately involved in the management of the Department's many programs. However, bureaus have normally preferred to retain their executive talent rather than risk losing it. The MIT has requested the Human Capital Team to examine possible incentives to encourage the use of SES mobility assignments.

Strengthening Our Science Practices – The Department requires timely, accurate and impartial

scientific information to address the increasingly complex natural resource and land management issues and challenges it faces. Such information is indispensable for establishing sound land and resource management practices and policies throughout our bureaus. The National Research Council (NRC) recently examined the scientific opportunities, demands, and roles that confront the USGS, the Nation's premier natural sciences research, mapping, and monitoring agency. Using the NRC report as a springboard, USGS and DOI land management bureaus have worked closely to establish better pathways to obtain the critical information needed to manage and protect the natural resource assets entrusted to us.

The Department has underway a number of efforts to ensure the integrity of scientific information upon which it relies and to maintain public trust and confidence in the role of science in advising Interior policies. Recently, we developed information quality guidelines to ensure the objectivity, utility and integrity of all information made available to the public. As part of this effort, we are also reviewing and strengthening our common standards for peer review of research. Finally, the Department is drafting "A Code of Science Ethics" that will help guide the conduct of employees, contractors and consultants engaged in science-based projects.

We are also working actively with the NRC and other organizations for ongoing, independent review of our science-based activities. Examples of such reviews include DOI Klamath Basin decisions, South Florida Ecosystem monitoring program, and a facilitated review of the draft science ethics policy described above.

Training Investment Review – Training provided to DOI employees must be linked to the competencies needed to address current and future mission needs. To insure that DOI funded training is on track, the Human Capital Team will undertake a thorough review of training. Opportunities for greater coordination of training programs, including cross-training between bureaus will be examined. The MIT will review the expenditure of training funds

and benchmark this investment as compared to world class organizations to determine its adequacy. It will also examine the extent to which access to training varies by bureau, by grade level, and by occupation. It will examine bureau approaches to training and establish best practices. It will measure the extent to which first time supervisors and other managers are meeting their training requirements. Finally, the MIT will review the cost and use of in-house training centers, contract training and Internet-provided training and suggest improvements where they may be necessary.

Employing the 4C's

The Secretary's 4C's agenda—*consultation, communication, and cooperation, all in the service of conservation*—is the central tenet for transforming our relationships internally within the Department and externally with the public that we serve. The 4C's approach builds upon the fundamental notion that we can achieve more by working together than we can if we act by ourselves.

The public expects easy access to services that are responsive to their needs, rather than to internal organizational alignments. Citizens would prefer to plan their recreation around what activities are available to them rather than what agency manages the land or resource. Recreation.Gov, our website providing recreation opportunities nationwide (National Parks, Wildlife Refuges, Federal Lands, State Parks, National Forests, and other Federal lands), has met with enthusiastic reception precisely because it meets directly the public's demand for easily accessible information on recreation in one place, regardless of the agency provider. Similar public expectations apply to all our services, from the issuance of grazing and timber permits to the availability of information on earthquake hazards and water quantity and quality.

The 4C's approach recognizes that the landscape-wide issues the nation faces cannot be solved by any individual bureau by itself, the Department as a whole, or even the entire Federal government. The solution lies in effective partnerships between the

A Case Study in Partnership Building

Golden Gate National Recreation Area is a complex and varied set of national park sites located in the San Francisco Bay Area, encompassing 76,000 acres. Because of the need to manage its natural resources and built environment and to connect with a large and diverse urban population, the park has built an impressive array of partnerships that support and sustain all its efforts.

Like most large parks or park systems, Golden Gate has a general management plan and supporting strategic, resources management, and business plans that govern its work. But its approach to partnerships serves as the focal point for all of the park's activities.

Realizing that it needed an indispensable partner upon which to build partnership efforts, the park established the Golden Gate National Park Association as its principal, non-profit partnership entity. The Association has grown from a modest start in 1981 where it contributed less than \$9,000 in support to the park to the past year where its contributions exceeded \$14 million. **Since its inception, the Association has contributed over \$65 million in support.** The Association has also become a seamless partner by producing educational material and interpretive-based products; managing park visitor centers and book stores; co-managing native plant nurseries and site-based stewardship programs; and raising private and other public funds for both major capital and smaller projects as well.

Today the park is an innovation lab for creative financing. To meet the needs of the park's maintenance infrastructure, resource management, and visitor services will require hundreds of millions of dollars of investment—needs that could not be met fully with federal government dollars alone. Consequently, the park leadership has pursued and leveraged funds from other public sources, including private philanthropy; aggressive cost recovery, fee for service approaches; and expansive business and program partnerships. **In FY 2002, the park brought in \$0.83 for every \$1 of appropriated funds through its partnership, revenue and volunteer programs.**

The park management has learned that building community ownership of the park's mission and values requires that the park staff itself operate differently. Rather than being the "doers" of all things, employees needed to see themselves as the "facilitators" in utilizing the talent of the community to assist in how work is accomplished in the park. **In FY 2002, 380 Golden Gate employees worked with over 11,000 volunteers** in nearly all of its varied programs. To sustain this intense community engagement and resource leveraging, the park has realigned its organizational structures to facilitate the use of volunteer and community resources and recruited and trained a park staff whose skills and talents mirror its partnership approach to managing the park.

Federal, state, and local government, citizens, and organizations.

For example, in the area 20 miles north of Idaho Falls, Idaho, the Upper Snake/South Fork Snake River project provides valuable river front, cottonwood riparian properties, and public access along the river corridors. This portion of the river has a world famous, blue ribbon fishery for cutthroat trout, provides habitat for the majority of Idaho's bald eagle production with 17 nesting territories, and is prime habitat for 126 bird species. To achieve good stewardship of this area, BLM cooperates with eight organizations such as Ducks Unlimited and Trout Unlimited, the Shoshone-Bannock Tribe, and numerous landowners to protect the river corridors through conservation easements. Other partners donated \$6.9 million in conservation easements, and Bonneville Power Administration provided a grant of more than \$6 million to the project.

Our dollars and knowledgeable staff work to remove barriers to citizen participation and to provide the help needed to fulfill the environmental promise of citizen stewardship. We can participate in cost-shared projects that will multiply our effectiveness, foster innovation, and create incentives for the stewardship of our natural resources. From small-scale revegetation for erosion control to county-wide resource

protection efforts, the opportunities for partnerships abound. At Muddy Creek, Wyoming, for example, 35 partners—ranchers, environmentalists, miners, a local conservation district, Federal agencies, and others—are working together to manage 500,000 acres. These partners are protecting streambeds, reducing invasive species, and creating healthier habitats for wildlife. They are accomplishing all this while maintaining local ranching and other economic opportunities on the land. Their success is based on cooperative, locally generated ideas and solutions.

A 4C's approach recognizes the value of volunteers. As noted previously, the effort of more than 200,000 DOI volunteers who donate in excess of seven million hours of service every year can be valued at about \$98 million annually. But the daily impact these volunteers make goes well beyond any dollar estimate in terms of their contribution to the people we serve. Volunteers are often the first people to greet visitors to parks, refuges, and campgrounds. They

A Case Study in Diffusing Conflict

The recreational use of the Colorado River in the Grand Canyon has been the subject of significant debate for over 30 years. The appropriate level of use, potential wilderness designation and associated allowable uses are of intense interest to environmentalists, private boaters (self-guided), commercial outfitters and the Indian tribes whose reservations border the river. **A previous effort by Grand Canyon National Park to revise the 1989 Colorado River Management Plan was suspended in 2000 after it became clear that it would not be possible to reach consensus** on the provisions of a revised plan. The cessation of the planning efforts led to lawsuits. In reaching a settlement to the lawsuits in 2002, the park agreed to hold public meetings within 120 days and to complete revisions of the river plan by December 31, 2004. The park recently concluded public meetings in five locations (Denver, Salt Lake City, Las Vegas, Flagstaff, and Phoenix) that were so successful that two additional meetings are scheduled later this year in Oakland and Baltimore. Even the park's most outspoken critics have supported the process, recognizing that it is designed to solicit a wide variety of ideas from which the park may be able to craft solutions to a very complex set of issues.

Months before the public meetings, the **National Park Service began studying ways to diffuse the conflict** that was part of earlier public meetings on the river management plan. Among other things, they worked with outside consultants to help neutralize the National Park Service presence at the meetings. Consultants met with 40 past participants of public meetings in four states to get ideas for a new public format before staging the open houses. It was clear from these discussions that past participants were also interested in having a process less contentious than previous efforts.

Based on this information, the Park Service did several things differently during the recent public meetings. Rather than having a town meeting format, the public meetings had an open house format, complete with refreshments and name tags. Chairs were arranged around tables instead of in rows. Park staff wore street clothes instead of uniforms. Park staff encouraged discussion that included differing points of view, diffusing conflict.

Participants were provided six different formats for submitting comments to ensure that as many participants as possible were comfortable making comments, thereby generating as many comments as possible from the meetings. Participants could write comments on a flip chart, or they could fill out a comment form. Alternatively, participants could send an email, using one of the two computers provided for that purpose or note the address to send one later. Another option allowed participants to write their comments directly on a large, table-sized USGS map with details of the river located in the center of the room. Or, if they preferred to talk rather than write, they could sit down by a stenographer and have their comments recorded as they spoke with no time limit. Every half hour, small, facilitated group sessions were held and additional responses were elicited. In addition, the Park Service has a web-site where materials from the public meetings are available, along with a synopsis of comments received from prior public meetings on the river management plan.

are a great source of new ideas and infuse the Department's programs with energy, vitality, and creativity.

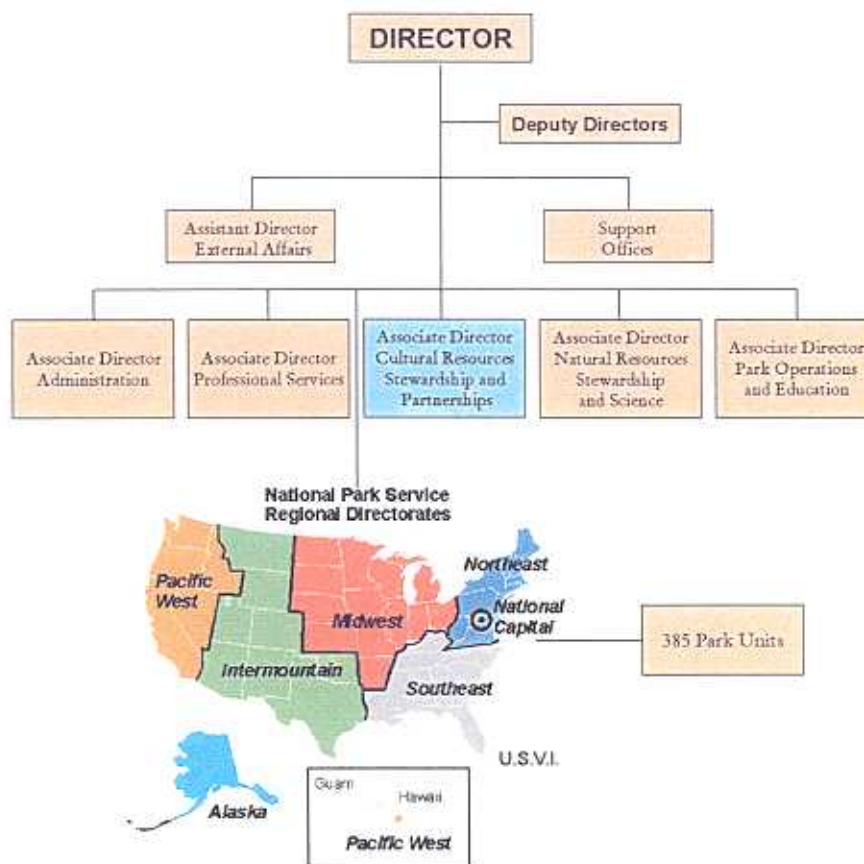
A 4C's approach can expand our effectiveness, aid in mission accomplishment, and unleash the best qualities of citizen stewardship. To achieve a 4C's approach both in our internal management of the Department and our work with citizens will require the same type of transformation of our workforce as has been cited in the Gold Gate National Recreation Area and Grand Canyon National Park examples. The training of our workforce in collaborative skills from team building to alternative

dispute resolution is an imperative. In training our staff, we must utilize the experience and wisdom of our field personnel whose innovative management approaches have fostered cooperative conservation. As at Golden Gate, the selection, development, and retention of our employees must be focused on obtaining a workforce that can build partnership approaches.

Actions for Building 4C's Skills

The Department will review and revamp its management and employee training to ensure that

NATIONAL PARK SERVICE FY 2003 ORGANIZATION



The recent reorganization of the National Park Service emphasizes the role of partnership activities.

such training builds the skills to foster improved communication, cooperation, and consultation within the Department and with the citizens we serve. Specific approaches that emphasize the 4C's include:

Alternative Dispute Resolution (ADR) Training – The Department's recently established Office of Collaborative Action and Dispute Resolution will be developing Alternative Dispute Resolution awareness training to encourage the use of ADR to prevent or resolve conflicts at the earliest opportunity and at the lowest organizational level in

all areas of the Department. The Office will also develop additional training in skills that can be used in a wide variety of situations, such as internal workplace conflict resolution, negotiation of proposed regulations, development of management plans, and mediation of multi-party conflicts over land-use, natural resources or environmental issues.

New Supervisory Training – The Department will review the training requirements for new supervisors to ensure that managers within the Department foster 4C's behavior and provide the coaching and mentoring needed to maximize the human capital resources of the Department.

Current Supervisory Training – National meetings of bureau field managers (park superintendents, refugee and hatchery managers, public land managers, area office managers, etc.) will include training segments based on the application of the 4C's, highlight techniques and approaches to build collaboration with our partners, including state and local governments, tribes, citizen interest groups, and individual citizens.

Interior-wide Managers Conference – The MIT will consider the feasibility and logistics of organizing a Departmental conference for all DOI managers to highlight the wide range of practical applications of the 4C's approach being put into practice in DOI bureaus. Such a Departmental conference, the first in modern Departmental history, would also reinforce efforts underway to achieve citizen-centered governance and achieve the Department's mission in a more integrated fashion.

Secretary's Four C's Award – To recognize significant contributions to the Service of Conservation through Consultation, Cooperation, and Communication, the Department will institute a new award. The Secretary's Four C's Award will be given annually to individual employees, or group/teams of employees, who have made exceptional contributions in this area. The award will recognize outstanding achievement and publicize how the innovative use of consultation, cooperation, and communication advances mission success.

Managing for Excellence

Accomplishing our core mission activities requires the focus and support of management at all levels of the organization. The Secretary's Plan for Citizen-Centered Governance, issued in September 2001, laid the groundwork for a more effective, results-oriented and customer-focused Department. Adapted for the unique needs of this Department, the plan builds upon the five components of the President's Management Agenda:

- Improved Financial Performance
- Budget and Performance Integration
- Expanded Electronic Government
- Competitive Sourcing
- Strategic Management of Human Capital

Improved Financial Performance

A skilled and knowledgeable financial management workforce is essential to improved financial performance. While the Department has obtained clean audit opinions on its overall operations for the last five years, it has done so only through heroic efforts on the part of financial management staffs throughout the Department. Only in the last two years have such audits been completed on time. As reporting periods shorten in future years, demands on financial staff will increase.

The audit process involves more than just the financial management staffs. An analysis of the audit process revealed that bureau program managers must be more directly involved in maintaining critical program data and providing it to our auditors. Similarly, program managers are responsible for resolving in a timely and effective manner the 38 material weaknesses identified in the audit and management control process.

The Department faces a major challenge in this area as described earlier this year in its "lessons learned" analysis of its performance. A 35 percent reduction in our financial management staff in the 1990's has eroded the Department's financial management capability. Similarly, a 1998 study conducted by Hackett Benchmarking revealed that Interior's

financial workforce had an average of 29 years of experience, an indication that our experienced staff will be retiring soon.

Financial management capability is a cornerstone for improving Departmental performance in the following areas:

- Providing timely and accurate financial information to managers throughout the year;
- Ensuring that our financial systems fully meet all Federal requirements; and
- Closing our books faster and more accurately.

Working through an inter-bureau council, we have established a financial management intern program to meet bureau staffing needs; held cross-training to address needs for more responsive financial audits; and addressed staffing retention problems by building common positions and grade levels.

Budget and Performance Integration

Timely, accurate, and transparent information about Interior programs is essential to determine how well we are performing. Interior employees need financial information that they can readily obtain and use about performance, cost, and effectiveness of the programs for which they are responsible. To build this capability, we are investing in a system to link budget, performance, and financial information for Interior employees and the public.

"Information on program costs is the gold to be found in our financial systems, and we are learning how to mine it."

*— P. Lynn Scarlett
Assistant Secretary
Policy, Management, and Budget*

Under the leadership of the Bureau of Land Management and Office of Surface Mining, we have adapted a powerful tool, Activity-Based Cost Management (ABCM), that provides program managers with the information needed to allocate resources and to monitor and evaluate performance

effectively. The Minerals Management Service will implement ABCM in October 2002, with the remaining bureaus and offices scheduled to fully implement it in the following fiscal year. We have begun pilot projects for the following cross-cutting programs:

- Invasive Species
- Deferred Maintenance
- Law Enforcement and Security
- Indirect Costs
- Litigation
- Recreation in one geographic location

Implementing ABCM will require a shift in skills, expertise, and practices. Adjusting to a new paradigm for capturing costs (e.g., at the time/attendance point of entry for labor costs) requires a cultural shift. We will also need to upgrade the financial management and analytical skills of our current workforce across all parts of the Department. While ABCM provides powerful data, it takes review and analysis to achieve better program performance.

The Department will work to ensure that budget, planning and program managers receive training on how to assess the performance of our programs and use that information for management decisions. For successful budget and performance integration, increased collaboration between budget, finance, planning/evaluation, and program managers is critical. The Department's capacity to effectively evaluate its programs has seriously eroded and needs renewed attention. Only when we can evaluate whether our programs are achieving desired results can we set priorities and make sound investments for the future.

E-Government

As we have all seen in our personal lives, digital technologies can transform operations. The President's Management Agenda identified e-government as a major way to serve citizens more directly and more efficiently. Yet information technology services at the Department currently are bureau-centric and decentralized at the regional and

field levels. We have overlapping applications, non-standardized information systems, and multiple networks throughout the Department. We are just starting to develop full system inventories, enterprise architectures, and well-managed investment practices.

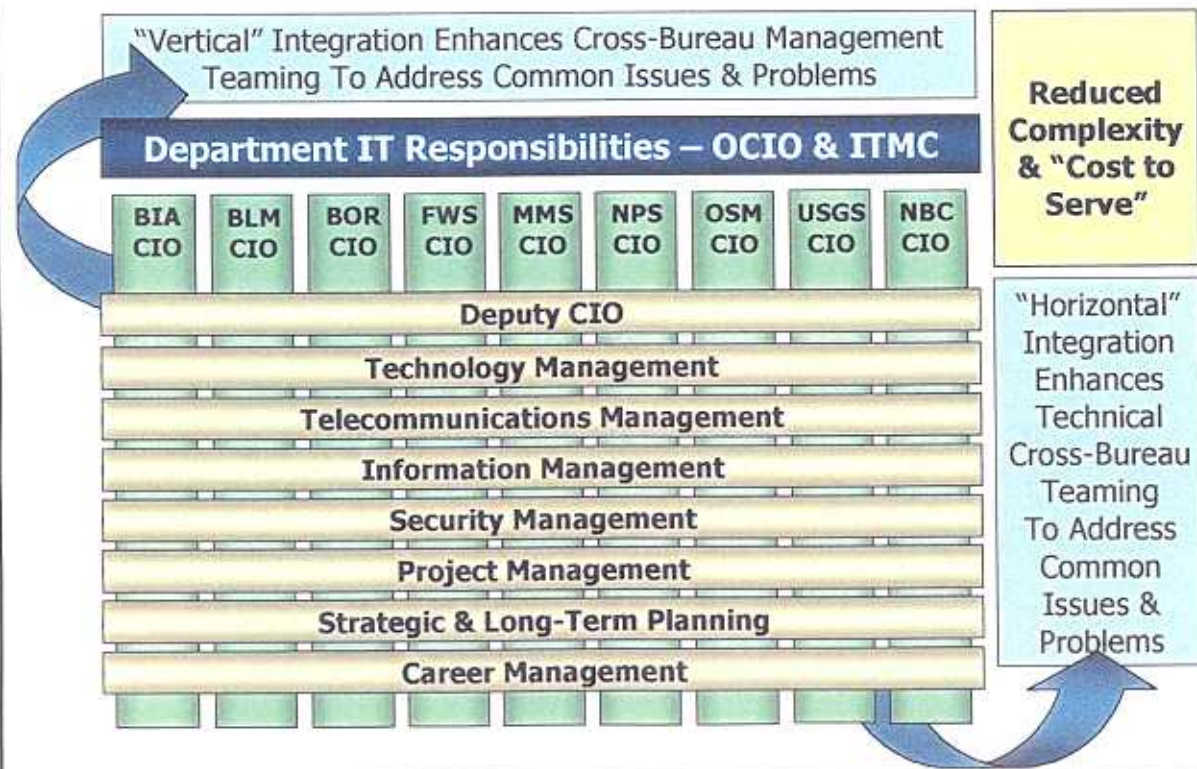
Moreover, we have struggled to make our information technology secure. On December 5, 2001, the Department received a court order to close down its Internet connections until we were able to certify their security. Later, on February 26, 2002, the *New York Times* announced to the world in a front-page headline, "Hackers Find No Barrier To Files for Indian Fund." These events underscored the vulnerability of our systems and the legacy of inadequate technology investment practices. It also reinforced how Internet reliant we have become in conducting the Department's business.

Working through the Management Initiatives Team, we have identified the investments and strategies required to address the IT security problem and our other IT needs more directly. To accomplish these goals, we are simplifying and unifying business processes to maximize the benefit of technology, resulting in processes that will be faster, cheaper, and more efficient. We will also have to replace older islands of automation by unifying IT operations across the Department. **By organizing and staffing our IT functions across bureaus in a consistent manner, we can enhance our effectiveness.**

We must attract and retain the skills of IT professionals and contractors in order to obtain appropriate IT solutions. These challenges make information technology a critical skill area on which we are focusing our human capital investment.

What to change to?

IT Organizational "Consistency & Integration"



Competitive Sourcing

The Department has decades of experience in utilizing contractors effectively. In fact, the National Park Service has a long tradition of using concessionaires to provide appropriate visitors services, from transportation to lodging. The Department, along with other Federal agencies, is examining how best to structure its provision of services between those best delivered by government employees and those best delivered by contractors.

Competitive sourcing has some immediate human capital implications for the Department. DOI employees are developing OMB circular A-76 knowledge and skills. Position descriptions and performance plans must be accurate, and competitive areas must be consistently and appropriately defined. Effective communications are critical to ensure that employees and prospective contractors are well informed about competitive sourcing. We must exercise the management flexibility within our

organizations to help retain talented employees who want to remain in the Department. By working cooperatively and managing our position vacancies in a more integrated manner, the Department's Human Resources offices can identify employment opportunities elsewhere in the Department where knowledge and skills are needed.

Strategic Management of Human Capital

Creating a more effective Department depends on attracting, developing, and retaining quality employees and motivating them to perform at high levels. This

plan will guide sound investments in human capital by bureau implementation of bureau-specific strategies, and oversight, adjustments, and management of those strategies by our Management Initiatives Team, through its Human Capital Team comprised of management officials and human resources managers. The MIT will report back to the Department's Management Excellence Council on a regular basis and overall results and developments will be incorporated in each year's Citizen-Centered Governance Report (see Appendix B).

Actions for Building Management Excellence

In addition to the specific actions defined in the President's Management Agenda and the Secretary's Citizen Centered Governance Plan, a number of

Working With Others

In seven large National Parks*, individuals employed by concession operators often outnumber National Park Service employees by more than 2 ½ times.

*National Parks

Bryce Canyon
Glacier
Glen Canyon
Grand Canyon
Mesa Verde
Yellowstone
Yosemite



The aim of the President's initiative on competitive sourcing is to obtain and provide services to the American people in the most cost-effective, customer-oriented manner. Evaluating functions as candidates for competitive sourcing helps determine which operations should be performed as currently structured, which should be redesigned, and which should be contracted. Currently, commercial-type functions for about 3,500 positions are under review. Most of these operations involve ten or fewer employees. The Department has ensured that a fair and open process will be used for all of our competitive sourcing studies, even for those involving ten or fewer employees for which no formal study is required.

specific human capital oriented actions will enhance the Department's capacity to manage its programs in a more result-oriented, customer-focused and efficient manner.

Performance Management Improvement – To be an effective, performance-based organization, the Department must build a better performance appraisal system that links individual success with organizational achievement. Such a system will establish individual performance expectations, evaluate results, provide for individual accountability, and give performance recognition—all linked to the organizational goals and mission of the Department.

The MIT will review and evaluate the Department's existing performance management system and determine how it can be improved to build a stronger linkage between employee performance and organizational success. The MIT will also evaluate the effectiveness of the current "pass/fail" appraisal rating system to see if it provides meaningful feedback to employees and effective distinctions in achievement upon which to reward accomplishment or identify ineffective performance.

Attracting New Leaders – The MIT has approved in concept the creation of a DOI Management Intern program. Its Human Capital Team will develop the scope and costs of the program which is aimed at attracting and developing a cadre of management interns to assist in meeting the leadership needs within the Department in a multi-disciplinary, multi-functional manner. This entry level management training and development program will emphasize cross-bureau and integrated management training.

The Department will continue to utilize the government-wide Presidential Management Intern Program, but will assess implementation of the program to see if there can be greater opportunities for field assignments and more active DOI-wide orientation and mentoring for participating interns.

Utilization of Special Hiring Authorities and Benefits – The MIT will review the use of special

hiring authorities from recruitment bonuses to retention allowances to ensure that these currently available authorities are being used effectively and to identify opportunities to expand their use where appropriate. If needed, additional training on the use of these authorities will be provided to managers. An initial set of special authorities to be reviewed are listed here.

Recruitment, retention, and relocation bonuses can be used in order to help attract and retain highly qualified employees and enhance mobility.

Student Loan repayment authority allows repayment of part or all of an employee's loan, subject to annual payment limitations. Employees must sign a service agreement to continue employment with DOI for at least three years.

Student Educational Employment Program (SEEP) students gain work experience while they complete their education. While in school, the student is on an excepted appointment. After completing his/her degree and a requisite number of work hours, SEEP participants may be converted to career-conditional status without competition. The SEEP program offers opportunities to expand diversity recruiting and to identify candidates for skill shortage areas.

Developing Business Skills – As a land managing, natural resource agency, the Department of the Interior has only recently viewed business skill development as a mission critical asset. The creation of a new business manager career path in the National Park Service reflects the growing awareness of the need for sound business-oriented management skills at all levels of the Department. The Human Capital Team will explore the feasibility of establishing a business manager career ladder in other DOI bureaus to strengthen business focus and skills at the local level.

Program Support Capacity – The Department's human resource, acquisition management, information technology, and financial management staffs at the headquarters, regional, and field level were weakened through employment reductions

carried out in the mid-1990's. The MIT will review the Department's existing capacity in each of these areas to evaluate the adequacy of existing resources and effectiveness of current organizational structures to support mission accomplishment. Also, to expand recruitment and development in these occupational categories, the MIT will assess current recruitment and training programs such as the highly successful DOI Financial Management Intern Program, the DOI Acquisition Intern Program, the Human Resource Certification Program and other similar governmentwide programs to determine the best mix of such opportunities to meet DOI skill gaps.

Reorganization Opportunities – The MIT expects bureau organizational units to continue to identify opportunities to redesign and restructure their work processes and organizational structures to improve the efficiency and effectiveness of their operations. Reorganizations are a fact of life in most large organizations. Over the last ten years, there have been over 40 bureau reorganizations of various complexity and effectiveness. To insure that future reorganizations add maximum value, the MIT has agreed to formulate reorganization principles upon

which any DOI reorganization should be structured. These principles will include the following: improved customer service, reduced costs of operations, more effective deployment of personnel, analysis of competitive sourcing opportunities, strengthened business processes, and effective use of information technology. These principles will be incorporated in a business case analysis to be prepared and submitted with all reorganization proposals submitted to the Assistant Secretary for Policy, Management and Budget.

Summary

Together we must work cooperatively, foster effective communication and have meaningful consultation, both within the Department and externally in order to deliver services effectively and efficiently and to provide coherent natural resources management. In addition, we will achieve management excellence through business practices that assure accountability and provide accurate and meaningful information upon which to base decisions.

SECTION 4: ADDRESSING UNIQUE PROGRAMMATIC CHALLENGES

"There is a sense . . . that the time has come for real change – for not just tinkering around the edges, but for something much more fundamental. We need a model fitting into the 21st century, a model that will facilitate more flexible management..."

*—Paul A. Volcker
Address to Council for Excellence in
Government, July 17, 2002*

As we have seen, the Department faces a number of broad mission challenges with human capital implications. However, three trans-Departmental challenges are receiving special attention due to their extreme urgency and importance:

- Indian Trust Fund Management
- Wildland Fire Management
- Law Enforcement and Security

Meeting each of these challenges involves several bureaus working collaboratively with senior Departmental leadership to examine and reorganize structures and practices and build a workforce that possesses the skills needed to meet emerging demands. These efforts serve as a model for the kind of thorough re-examination of work processes and partnerships that will assist the Department in addressing its human capital challenges.

Indian Trust Management

The most serious management challenge currently facing the Department is effectively meeting its fiduciary responsibilities in Indian Trust Management. Our performance goals include improving Indian trust ownership information and management of the trust land and its natural resource assets, managing trust fund assets for timely and productive use, and meeting industry standards for beneficiary services.

The Department has underway a process of building relationships and understanding with the trust beneficiaries. Working with a Tribal Task Force of 24 tribal leaders selected by their peers from tribal governments throughout the United States, Interior officials and tribal leaders are working through the complex issues and challenges of trust reform on a government-to-government basis to seek solutions to some long-standing problems facing both tribes and the Department.



Various organizational proposals have been advanced to improve the effectiveness of trust asset management. These proposals are now being assessed to develop a management structure that provides effective stewardship of trust assets, is consistent with the goals of the Administration and the Secretary, and also meets the expectations of the U. S. District Court. It is virtually certain that any outcome will require restructuring of management

functions and hence will have major human capital implications.

A thorough review and standardization of trust business processes must be the foundation of any new organization. Currently, a **three-stage approach** is underway to improve the basic business processes involved in delivering trust services. These include:

- Understanding and documenting the eight key business processes of trust management as they currently exist;
- Re-engineering these existing processes to meet acceptable trust standards; and
- Implementing new processes that are fully integrated and meet fiduciary business process and performance metrics.

Redesigned work processes and practices are keys to successful human capital planning in this critical area. We will use the findings of the business process analyses to determine the competencies and skills needed in the new business environment. The DOI University has developed two workforce planning training courses to serve both the needs of those responsible for creating and implementing workforce plans and the human resources staff that must assist these efforts. Trust managers and human resources staff will work together to support the organizational structure with appropriate staff who possess the training, and skill levels needed to meet our business practice standards.

In addition to workforce planning, other related human capital efforts currently underway or under consideration include:

- **Trust Staff Training and Development** – Every employee engaged in trust management activities must have an individual development plan (IDP). At a minimum, each IDP identifies the short-term (one year or less) and long-term developmental objectives (knowledge, skills and abilities needed for the position); and, developmental assignments, on-the-job training, and formal training that will help provide the knowledge,

skills and abilities needed for the position.

- **Examination of Special Personnel Flexibilities** – Similar to the Internal Revenue Service, Federal Aviation Administration and Transportation Security Administration, which have obtained special personnel authorities to accomplish their challenging missions, the Department will explore whether such authorities are needed to attract and retain employees with the requisite skill mix to rapidly transform our management of trust assets. This assessment will also explore how effectively and appropriately trust management bureaus are implementing existing special authorities for attracting and retaining a skilled workforce in this area.
- **Royalty Internship Program** – Tribes are becoming partners in managing mineral resource functions currently performed on their behalf. The Minerals Management Service has underway a Royalty Internship Program, where mineral-producing tribes can develop their royalty management expertise in revenue accounting, report processing, exception resolution, product valuation and audit.

"Throughout the years since MMS was created, the Navajo Nation and MMS staff have continuously built upon a successful government-to-government working relationship... Today, we can honestly say that this relationship is one in which the Navajo Nation is certainly proud." – Perry Shirley, former intern in the Royalty Internship Program, now Associate Director of the Navajo Nation's Minerals Department and Chairman of MMS's Royalty Policy Committee



Wildland Fire Management

Catastrophic fires threaten the American people, their property, and our environment, particularly the forests and rangelands of the West. Each year these severe wildfires destroy hundreds of millions of trees and invaluable habitat. These unnaturally extreme fires occur in a context of deteriorating forest and rangeland health, the result of a century of well-intentioned but misguided fire management practices. About 190 million acres of Federal forests and rangelands in the lower 48 states face high risk of catastrophic fire due to deteriorating ecosystem health and drought. We need renewed efforts to restore our public lands to healthy conditions.

Using a cooperative approach, Secretary Norton and Secretary of Agriculture Ann Veneman signed an historic agreement earlier this year with 17 western governors, county commissioners, state foresters, and tribal officials. They agreed on a plan to make communities and the environment safer from wildfires by coordinating Federal, state, and local action. Under the 10-year Comprehensive Fire Implementation Plan, Federal wildfire agencies, affected states, counties, local governments and tribes agreed to the same goals, implementation outcomes, performance measures and tasks that need to be accomplished by specific deadlines. The



comprehensive agreement covers all phases of the fire program, including fire preparedness, suppression and prevention, hazardous fuels management, restoration of burned areas, community assistance, and monitoring of progress.

More specifically, the Plan lays out four key goals and implementation outcomes:

- **Improve Fire Prevention and Suppression:** Losses of life are eliminated, and firefighter injuries and damage to communities and the environment from severe, unplanned and unwanted wildland fire are reduced.
- **Reduce Hazardous Fuels:** Hazardous fuels are treated, using appropriate tools, to reduce the risk of unplanned and unwanted wildland fire to communities and the environment.
- **Restore Fire-Adapted Ecosystems:** Fire-adapted ecosystems are restored, rehabilitated and maintained, using appropriate tools, in a manner that will provide sustainable environmental, social and economic benefits.
- **Promote Community Assistance:** Communities at risk have increased capacity to prevent losses from wildland fire and the potential to seek economic opportunities resulting from treatments and services.

Although firefighting efforts are largely effective (99 percent of fires are controlled during first attack), they are dangerous, uncertain, and expensive. The real antidote to catastrophic wildfires is to reduce fuel hazards and return our forests and rangelands to healthy conditions. Tree thinning and removal of dense underbrush can ensure thriving forests while reducing risks of catastrophic fires and the dangers they pose to firefighters and communities.

The human capital dimension of this undertaking is significant. In addition to the enormous challenges of fire suppression, the Department is actively involved in restoring ecosystems to an appropriate

pre-fire regime, based on scientific information. To meet this growing workload, aggressive recruitment, hiring, and training processes have been deployed. Contracts with qualified firms and grants to local, state, and tribal partners are also integral elements to our success.

The size and significance of the fire management challenge require a number of human resources related activities, many of which are already underway.



- Recruitment – We have increased the number of positions in the fire program (also in resource programs) by 1,800 since FY 2000. However, certain personnel shortages persist for mission critical work. Often, managers have found there are not enough applicants for positions with the correct skills and experience for mid-level supervisory or senior Incident Command firefighting positions. Common fire vacancy postings and recruitment approaches are being employed and outreach efforts in this area will be intensified.
- Staffing Models – New staffing models must be developed to address the changing mission of the fire program, current mid-level supervisory gaps, and the impending exodus of senior firefighters. New training programs are needed, especially to accelerate the education of mid-level supervisory personnel such as engine foremen, crew bosses, strike team leaders, and fire management officers. Consideration of pay scale parity and the use of hazard pay differentials similar to those commonly provided for fire suppression personnel should be considered for prescribed fire specialists.
- Use of Qualified Personnel from Other Programs – The Fire Program uses fire-qualified personnel from other program areas to fill wildland fire suppression positions during peak times. In the past, we were able to meet the relatively short-term suppression needs for experienced fire fighters and the critically needed mid-level

management firefighting positions by mobilizing qualified personnel from other areas within the Department. However, because of the intense and extended duration of fire seasons, this practice is becoming less desirable. For example, staff needed to do fuels treatment projects are increasingly diverted to fire suppression efforts, causing delays in project planning. A number of possible solutions are being examined, including financial incentives for collateral fire-fighters, requiring mandatory fire training and assignment for fire-qualified employees commensurate with their physical condition and job, and continuing education in fire suppression and fuels management for all part time fire personnel. The career seasonal workforce remains the backbone of fire suppression and actions must be taken to keep it strong.

- Partnerships – Forest health and wildland fire prevention efforts can only be successful through collaboration with states, local governments, tribes, and other partners. President Bush recently announced his support for legislation to provide fire-fighting agencies with permanent authority for stewardship contracting to partner with the private sector in areas such as rangeland and forest rehabilitation and restoration. Under stewardship contracting arrangements, contractors receive forest byproducts from Federal lands in exchange for

performing specific work such as habitat improvements and forest thinning. Stewardship contracting will give the Department access to experience and resources that would be otherwise difficult to obtain.

Similarly, the fire agencies will need to work more closely with rural and volunteer fire departments, which in turn respond to fires on Federal lands. Volunteer and rural fire departments are the first line of initial attack in up to 90 percent of all wildland fires. Federal agencies must build skills in their workforce to ensure that communication, consultation, and cooperation are second nature.

Working with a variety of Federal, state, and local partners, including private sector growers, The Department and the Forest Service are building the capacity to supply native plant materials for emergency stabilization and longer-term rehabilitation and restoration efforts. This partnership is developing a reliable source of native vegetation for ecosystem restoration projects.

Finally, Student Conservation Association (SCA) volunteers have enlisted in the fight against wildfires. SCA volunteers are doing vital work on many forest health restoration and fire safety education projects. The number of volunteers doing such work quadrupled last year. These young men and women could serve as a potential pool for meeting the significant skill shortfalls in fire management identified above.

- **Accountability and Performance** – The Department has appointed a full-time fuels treatment director to insure accountability for fuels treatment projects. The Department and the Forest Service are developing common, outcome-oriented performance measures consistent with the Government Performance and Results Act. Bureaus involved in wildland fire management are including implementation of the National Fire Plan in annual performance evaluations of their staff.

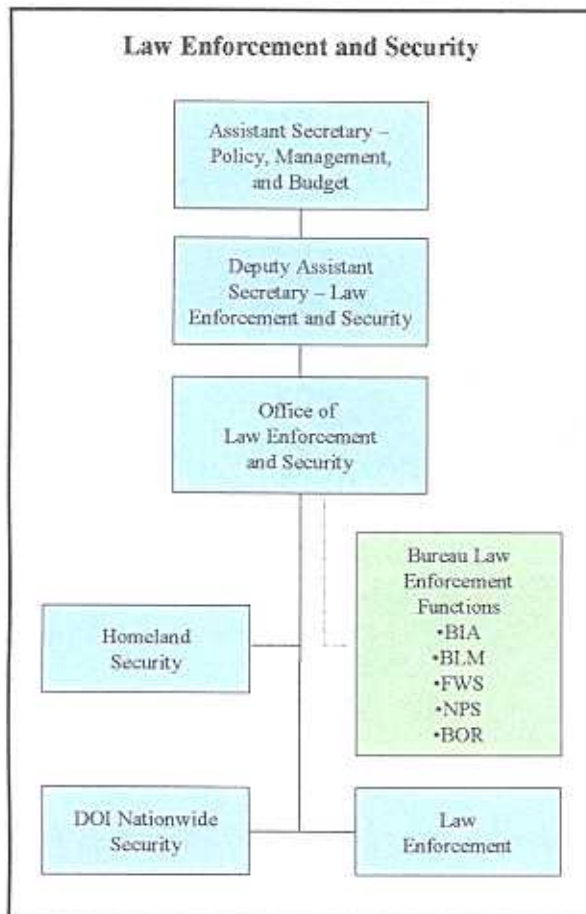
Law Enforcement, Public Safety, and Security

The Secretary has directed the Department to develop and maintain its law enforcement capability in the most professional, modern, and effective manner possible. To achieve this objective, in March 2001 the Secretary requested that the Inspector General conduct a comprehensive assessment of law enforcement within the Department and identify organizational and management strategies that would enhance law enforcement performance and professionalism across the Department, including supervision and management structures.

With the **third largest public safety organization in government**, the Department has focused on this significant undertaking. The review resulted in strategic realignment of functions, including the establishment of a new senior level position to provide overall Department leadership.

The Department, working closely with its law enforcement officials, is **developing a clearly defined and documented set of policies, procedures, techniques, and mechanisms to guide this critical activity across all law enforcement bureau lines**. To address the 25 recommendations from the Inspector General's study, the Secretary convened a Law Enforcement Review Panel comprising Office of the Secretary, bureau management, and Federal law enforcement officials including career DOI officers. On July 19, 2002, the Secretary commended the work of the panel and endorsed all of its recommendations for reform. The recommendations include:

- Procedures for the emergency deployment of law enforcement officers,
- Restructuring of bureau law enforcement operations and reporting relationships,
- Better allocation of law enforcement personnel,
- Improved security and emergency preparedness,



- Strengthened recruitment and training standards,
- Improved law enforcement data gathering and records management, and
- Greater budgetary oversight and accountability for law enforcement spending.

A significant challenge to the Department's law enforcement and security functions is how to balance and maintain current law enforcement activities while addressing increased homeland security issues. Law enforcement personnel face increasing challenges to protect our visitors, employees, and facilities.

In meeting the Department's law enforcement and security challenges, the Department has identified or has underway a number of human resources related activities.

- **Leadership** – To oversee and guide the Department's overall law enforcement and security effort, the Department created a new Deputy Assistant Secretary position for Law Enforcement and Security, appointing a law enforcement professional with broad Federal law enforcement and security experience.
- **Clearly Defined Roles and Responsibilities** – The roles and responsibilities for both uniformed officers and special agents to carry out "homeland security" must be clearly defined by the new Deputy Assistant Secretary for Law Enforcement and Security. This definition will help maintain a balance between natural resource issues and criminal environmental impacts versus protecting public lands from external threats.
- **Skill Definition** – In defining these roles and responsibilities, attention must also be paid to clearly defining the skill set needed for those performing "homeland security" functions. Core inter-bureau training must be identified and developed to mold these new skills. Because of the extensive border lands managed by DOI, the Department must assess its responsibility in protecting our nation's borders in concert with the new Department of Homeland Security. The Department must ensure that its law enforcement personnel are properly trained and equipped for the challenges of enforcement on the border. Cross-Department training must be defined, organized and implemented.

Illegal immigration and illegal drug trafficking have increased dramatically across DOI lands on the Southwest and Northern borders. Marijuana seizures have risen from 30,000 lbs. in 1994 to 170,000 lbs. in 2000. Undocumented alien apprehensions have increased from 500 in 1997 to 5,000 in 2000.

- Common Staffing Models and Methodologies – The Deputy Assistant Secretary for Law Enforcement and the DOI bureaus are developing a comprehensive analysis of the number and types of law enforcement positions needed throughout the Department. Common staffing models and methodologies will be developed to ensure consistent approaches between programs and detail the appropriate staffing and deployment patterns (numbers, seniority, geographic location, required competencies etc.) to be used in general or in specific situations. This analysis may also identify situations such as facility security that could be obtained from the private sector with or without a supplement of full-time DOI uniformed officers.
- Standardized Position Descriptions – The Deputy Assistant Secretary for Law Enforcement, working with the Department's law enforcement professionals, is developing standardized position descriptions to ensure consistent grade structures and career paths across the Department. Training and development profiles associated with the standardized position descriptions will be crafted for core inter-bureau training, refresher/mandatory training, and other development to ensure that the law enforcement workforce maintains the competencies to carry out mission-oriented law enforcement.
- Training – Core inter-bureau training must be developed to build new skills and ensure law enforcement personnel possess the necessary competencies. Departmental law enforcement officers will use this training to develop a better

understanding of the differences in Bureau enforcement issues, priorities and techniques. While most officers receive similar basic training, the Department would benefit from having officers cross-trained in bureau-specific enforcement issues.

- Developmental Assignments – Opportunities should be developed for law enforcement managers to participate in extended assignments with other bureaus. These managers and officers would bring new ideas to the other law enforcement programs and gain valuable new experience for their own bureaus. Additional opportunities should be provided for field law enforcement personnel to work within the management structure of the bureau law enforcement headquarter offices as a way of increasing their knowledge of administrative policies, procedures and information systems.
- Pay Equity – In order to retain its trained law enforcement staff, pay equity issues need to be regularly assessed. The Department monitors the pay for DOI law enforcement officers to ensure it is on par with other Federal, state and local law enforcement agencies.

Summary

By providing strategic guidance and direction; attracting, developing, and maintaining a skilled workforce; and setting, measuring, and achieving appropriate performance-based goals, we will accelerate our progress in meeting these three key programmatic challenges.

SECTION 5: NEXT STEPS

"I hope you'll never take the honor of public service for granted. Some of us will serve for a season; others will spend an entire career here. But all of us should dedicate ourselves to great goals: We are not here to mark time, but to make progress, to achieve results, and to leave a record of excellence."

— President George W. Bush

The implementation of this plan is a major Departmental priority and has been assigned to its executive-level Management Improvement Team. The MIT's Human Capital Team will track the plan's actions, assuring their appropriate "step-down" to specific tasks, promoting collaboration across the Department, providing updates on the Plan's progress and determining whether desired outcomes are being achieved. We expect the implementation process to be rigorous, employing the Human Capital Scorecard as the major benchmark against which to assess its results, including the need for revisions, supplements and adjustments to the actions outlined in the plan.

The first step of the MIT is to define the specific actions needed to implement this plan. The MIT will further refine the timing, necessary resources, and specific implementation actions. We will track these actions through a consolidated system that monitors progress for all five areas of the President's Management Agenda and the Secretary's Plan for Citizen-Centered Governance.

The MIT will work closely with the Human Capital Team to implement the plan. The Human Capital Team comprises representation across organizational and functional areas. It represents a collaboration

between senior managers, human resources managers, and program managers. The team will foster communication, cooperation, and consultation as we implement the plan.

This plan has focused on the Department's efforts in the area of human capital management and made clearer the challenges that face the Department, both externally and internally. The Department faces many of the same human capital challenges as other agencies within the Federal government or other large, geographically dispersed organizations. In addition, the Department faces unique challenges because of its mission and its bureau-centric nature. Increasingly, we deal with issues that cross organizational lines and require increased collaboration, both internally and externally.

The development of our Strategic Human Capital Management Plan presents challenges and opportunities. With the revised Strategic Plan as its guiding principle, the Department has the opportunity to develop human resource strategies that will enable it to better fulfill its mission, enhancing its service delivery and improving its overall management and deployment of its workforce.

APPENDIX A
External and Internal Drivers Impacting
The Department of the Interior's Workforce
Over the Next Five years

External Drivers

External drivers are those factors outside of the Department and outside of its control, yet which have a profound effect on how we accomplish our mission. The following were identified:

Resources Demand

- Growing landscape pressures and issues (fires/flooding/fuel loads in forests)
- Increased demand for energy natural resources
- Demand for more protection of our unique natural and cultural heritage
- Increased demand for recreation
- Habitat fragmentation
- Spread of invasive species
- Greater incidence of endangered species
- Increased competition for water use
- Increased competition for power and power generation

Increasing Societal Changes and Pressures

This category of drivers is tied to broader societal pressures that stem from changing demographics, population shifts, and social developments that permeate our society. Some of these leading drivers include:

- Shift in population toward the West, the South, and along the coasts
- Increasing emphasis on states' rights and private property rights
- Increased expectations of the public to be involved in decision processes
- Growing numbers of communities at risk of hazards, coastal processes, and other forces of nature
- Globalization (international dealings beyond the U.S. borders)
- Isolated rural communities (they lack jobs and new technologies)
- Increased urbanization and dispersed settlements and issues that go with it (invasive species, increased human/animal interactions/disease transmission)
- Rising challenges for security and safety (IT/homeland protection)
- Retirement of a "baby boomer" generation, producing new labor force dynamics
- A younger workforce with different values, standards and expectations
- Growth of subgroups/cultures/religious groups impacting public/our policy; more distinct cultures; less homogeneous population
- Increased use of litigation
- Overall public perception of the government; negative perception results in lack of confidence in government solutions
- Gaps between the "haves" and "have-nots"
- Rapid changes in technology
- Greater polarization of viewpoints on Department policies

Rising Public Expectations and Influences

This category of drivers reflects the changing expectations and attitudes of the public that we seek to serve. Some of the leading drivers include:

- Increasing numbers of judicial directives
- Expectation of more business-like decisions of government
- Increased oversight by Congress and number of Congressional mandates
- Growing awareness of implications of trust responsibilities
- Increased financial scrutiny and financial accountability
- Public expectations that government agencies will work together to solve problems
- Increased use of technology and associated training needs
- Increased demand for IT (for instant information/services)
- Constrained budgets as a result of other urgent national priorities (war on terrorism and homeland security)
- Aging infrastructure needing replacement
- Increased demand for coordinated, "seamless" services

Internal Drivers

Internal drivers are those factors inside government or within its control that will shape the Department's approach to managing its programs. These drivers include:

The Secretary's 4C's approach- Conservation through Consultation, Cooperation and Communication and the President's Management Agenda

- Increased communication with the public we serve
- Greater collaboration within the Department, with local and state governments, and outside groups.
- Increased focus on results and effectiveness.
- Greater expectation for linkage between performance and budgeting.
- Increased public response and customer service.
- Responsiveness and greater reliance on technology for delivering services.
- Increased ability to safeguard and protect IT systems and information.
- Increased accountability and transparency to the American people.
- Greater availability of systems, such as corporate, inter-bureau systems to manage and provide information.
- Use of common business practices (cross-bureau or Department).
- Increased use of coordination, workforce consolidation, co-location, and de-layering

Critical Worklife Issues

- Relocation impact on family
- Mobility constraints – need for consideration of both partners' careers
- Ensuring employee security and safety
- Expectations for greater flexibilities (telework)
- Expectations of greater balance between work and homelife and the use of "family friendly" policies
- Rising intergenerational challenges
- Looming retirement "bubble" in key work skills jobs

Human Resources Planning and Management

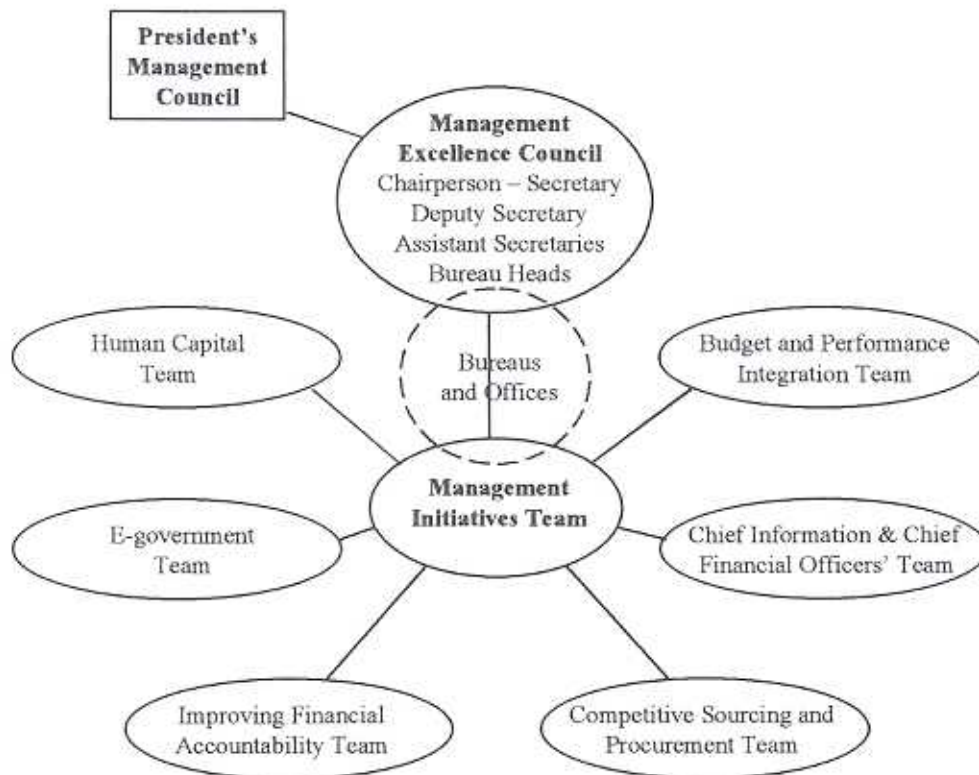
- Skewed workforce distribution – middle management missing (have young workers and workers nearing retirement, but not much in between)
- Need for interpersonal skills to build collaborative decision making
- Desire for equal promotion and development opportunities
- Ability of the Federal government to offer balanced, competitive salaries

APPENDIX B

Organizing for Management Excellence at the Department of the Interior

Initiatives the Management Excellence Council will pursue include the President's five management goals to accomplish the Department's goal to Manage for Excellence and Accountability:

1. Integrating budget and performance
2. Managing human capital
3. Utilizing competitive sourcing
4. Improving financial accountability
5. Expanding electronic government



The Management Excellence Council is chaired by the Secretary and includes the Deputy Secretary, Associate Deputy Secretary, Assistant Secretaries, and bureau heads. The Council provides leadership, direction, and accountability to implement the Administration's goals and provide overall direction and oversight of the Department's management reform activities. To support the Management Excellence Council, the Secretary established a Management Improvement Team (MIT) comprised of Bureau Deputy Directors, Assistant Secretaries, and Deputy Assistant Secretaries. The MIT oversees implementation of the President's Management Agenda government-wide initiatives and other management improvement initiatives within the Department. The MIT also oversees cross-Departmental teams responsible for each of the five areas of the PMA, as well as the Chief Information Officer and Chief Financial Officer teams.